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ABSTRACT

This newsletter has been designed to update and supplement the curriculum guide "Resources for Teaching Virginia Government." Issue 1 features "Campaigning on the Tube" (J. Babb), an articles that teaches about television's role in promoting political events and candidates in Virginia. "...Demagogues, Pedagogues, Gogmagogs, Brobdignags... Virginia Ratifies the Constitution" (J. Beard), the feature article in issue 2, highlights the historical significance of Virginia's U.S. Constitution ratifying convention. Issue 3 presents information about Virginia's public utilities and ratemaking in "The State Corporation Commission and the Regulation of Public Utilities" (T. Long) and in accompanying articles that identify the perspectives of the State Corporation Commission, an electric company, and a consumer advocate about utility ratemaking. Issue 4 contains: (1) "Local Government: The Changing Roles of Towns" (B. Holton); (2) "Using the Computer in the Social Studies Classroom" (D. Lineweaver); and (3) "The Jefferson Meeting: A Student Forum" (L. Chase). Each issue contains listings of instructional resource materials, and issues 1-3 provide a section entitled "Virginia Facts and Figures." (JHP)

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THE QUARTERLY

A NEWSLETTER TO UPDATE RESOURCES FOR TEACHING VIRGINIA GOVERNMENT

Vol. 3, Nos. 1-4

October 1987 - May 1988

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Teacher Resource Service
Center for Public Service
207 Minor Hall
University of Virginia
Charlottesville, Virginia 22903

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THE QUARTERLY

October 1987 Vol. III, no. 1

A Newsletter to Update *Resources for Teaching Virginia Government*

CAMPAIGNING ON THE TUBE

by Jim Babb

Confidently, they stride across the screen. They seem energetic, intelligent, creative without being reckless. Above all, they seem sincere. They are the men and women running for public office, and every autumn, in 30- and 60-second vignettes, they are on television, hoping to influence voters. Television advertising has surpassed ribbon-cuttings and handshaking at factory gates as part of the American political campaign.

Advertisers know that TV's combination of sight, sound, and motion can command a viewer's attention. Political advertisers especially appreciate the control they can exercise over the candidate's message when it is delivered directly to the viewer instead of being filtered through the more critical eyes of a news reporter.

For candidates with money to spend, television can help build a positive public image. In a kit prepared for political campaign managers, the Television Bureau of Advertising, Inc. suggested some production techniques:

> To look businesslike, a man's suit should fit well, the jacket should be buttoned, the tie should be straight. To look like someone who is a hard worker and interested in working people, the candidate may appear in shirt sleeves.
>
> To make the most of television's "sound," these tips: Care should be taken that the candidate speak in modulated, clear tones. If music is part of the commercial, it should support the message: spirited music implies enthusiasm, soft music implies control. Perhaps the choice will be natural sound. The cheers of a crowd or ringing telephones can show broad support. The sound of a creaking office chair used by a candidate working well into the night can establish a candidate's long hours of dedication.
>
> Fast-paced "motion" in a commercial—many visuals one after the other— can create a feeling of vitality and youth. Slower motion can present strength and reliability and appeal to older voters.

The typical television political ad campaign progresses through several phases. First, "image" ads are broadcast to build name identification. Later, "issue" ads are aired, focusing on the candidate's public policy stands. Depending on how heated the campaign becomes as election day draws near, candidates may broadcast "comparative" or "negative" TV commercials. These focus on alleged weaknesses in the opposition and/or decry allegedly unfair campaign tactics used by the other side.

Politicians once were wary of using negative advertising on television, for fear it would backfire. Recent elections have shown, however, that the public responds well to negative ads, as long as they do not cross over a hard-to-define line into the realm of maliciousness. In the final days of the typical political campaign, the candidate returns to positive "image" ads in a effort to appear statesmanlike and to soothe the nerves of supporters who may have been troubled by earlier campaign rhetoric.

It did not take politicians long to realize that TV could be a useful tool. Commercials were broadcast back in 1952 for presidential candidates when there were only a few thousand television sets in the country. Today, TVs can be found in 98 percent of America's homes. Because of its wide reach, TV long has been regarded as an ideal advertising medium in national, statewide, and congressional campaigns. But until a few years ago, political managers felt television advertising would be wasteful in local races because their messages would be beamed to so many people outside the contested district.

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Teaching About Voter Education

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In Virginia, that view started to change in the early 1980s as political consultants started playing bigger roles in smaller races. Nowadays, it is not unusual for candidates for the Virginia Senate and House of Delegates to spend considerable sums for broadcast ads.

Witness this year's spirited contest for the Henrico County state Senate seat between veteran Democratic lawmaker William Parkerson and Republican challenger Eddy Dalton, widow of former Virginia Governor John Dalton. The candidates are expected to spend well over a quarter of a million dollars on Richmond television commercials in this fall's race. Their ads started airing a full three weeks before Labor Day. If they maintain their present rate of spending, Parkerson and Dalton will put more money into Richmond TV time than *all six* statewide candidates did in 1986!

Certainly, few legislative candidates are as well connected financially as Senator Parkerson and Mrs. Dalton. But, if he or she can raise the money, it is a safe bet that an office seeker *will* buy TV time. In a competitive race, if one candidate is airing TV commercials, his or her opponent will move heaven and earth to do likewise. Failing to meet such a challenge makes it appear a campaign is doomed to failure. And, of course, appearances are crucial to success in politics.

Dollar for dollar, the only contest that is likely to surpass the Parkerson/Dalton race for media spending is the fight over the proposed Virginia State Lottery. At press time for this article, supporters and opponents of the lottery were noncommital about their spending plans. But both sides can be counted on to put on significant TV campaigns, especially as November 3 approaches.

Its likely that pro-lottery ads will try to convince the public that state-sponsored gambling could provide money for much desired public services, while delaying the need to raise taxes. Anti-lottery ads will target different groups with different messages in an effort to rally the opposition. Ads appealing to political liberals will stress that blacks and poor people play lottery games in disproportionate numbers. Ads focusing on the moral aspects of gambling will be aimed at the religious community. Traditional conservatives will be urged to fight the lottery because it just is not appropriate for the "Old Dominion."

Depending on the size of the advertising market and the size of the audience that typically watches a given TV program, television advertising rates vary greatly. In Richmond, for example, a political advertiser who buys a 30-second "spot" during the "Today Show" will pay $150. Thirty seconds on the top-rated "Cosby Show" costs a political campaign $3000. Thirty seconds of airtime during "Today" and "Cosby" in Norfolk cost $90 and $3500, respectively. In Roanoke, the same commercial time slots cost $70 and $2400. "Today" and "Cosby" commercials cost $70 and $1150 in Bristol. And, on Washington, D.C. television stations, where northern Virginia politicians would advertise if they could afford it, 30 seconds during "Today" costs $500 and during "Cosby" a whopping $14,000. Virginia television viewers will see at least some legislative candidates' ads in all parts of the state except in northern Virginia, where costs are prohibitive.

There are hard realities to face in TV advertising. Aware that some political campaigns conclude awash in red ink, broadcasters demand payment in full before they will put campaign commercials on the air. Then there is the cost of making the commercials in the first place. A Richmond area television production company estimates a campaign easily can spend $20,000 for video-taping, editing, and special effects on a set of four 30-second TV commercials. The price tag can be even higher, depending on the level of sophistication of the production techniques.

A Harvard University study showed that media costs of political campaigns have surged ahead over the past two decades at four times the pace of the Consumer Price Index. Researching Federal Election Commission reports, University of Virginia government instructor and political analyst Larry Sabato said that about one-third of the average congressional campaign budget is spent for TV advertisements and that in a close U.S. Senate race TV time can eat up 50 percent of the campaign's total budget.

Fueled largely by candidates' decisions to rely more heavily on television advertising, campaigns for the Virginia General Assembly have become expensive affairs. Sabato estimates the average cost of a successful House of Delegates campaign this year will reach $30,000. The average State Senate race will cost each winning candidate $50,000.

Television is the key to success in the modern political age. It is a costly key.

Mr. Babb is a political correspondent for WWBT/12 News in Richmond, Virginia.

TEACHING ABOUT VOTER EDUCATION

Voter Education, a notebook of ideas, reproducible materials, and background information, has been developed cooperatively by the State Board of Elections and the Department of Education. With instructional strategies appropriate for kindergarten through 12th grade, the notebook attempts to provide teachers with a long-term outline for increasing knowledge of election laws and accentuates the importance of citizen participation in our government. The program was developed by classroom teachers and field tested in eight school divisions.

According to Susan Fitz-Hugh, Secretary of the State Board of Elections, the publication and distribution of *Voter Education* is pending funding from various business and other private sources. She feels that "cooperation between educators, government officials, and the private sector demonstrates a strong commitment for civic education in our schools." The notebook will be distributed to teachers before the 1988-89 school year.

If you want more information about the *Voter Education* notebook contact Susan Fitz-Hugh, Secretary, State Board of Elections, 101 Ninth Street, Richmond, Virginia 23219; telephone, toll free, (800) 552-9745.

VIRGINIA FACTS AND FIGURES

Each year the Virginia Department of Economic Development publishes *Virginia Facts and Figures*, a rich source of statistical information about Virginia. Each "Quarterly" will feature information about Virginia's diversity from this publication. For this issue we feature facts about Virginia's population and personal income.

Population

In 1986 Virginia's population was 5,787,000, which was 2.4 percent of the U. S. total. Between 1980 and 1986 the state's population grew by 8.2 percent compared, to the national growth rate of 6.4 percent.

Seventy-one percent of the population lives in the following eight standard metropolitan statistical areas:

Northern Virginia, with a population of 1,290,000, is the fastest growing metropolitan area of the state.

The Norfolk-Virginia Beach-Newport News metropolitan area, with a population of 1,290,000, is an important port, manufacturing, tourist, and military center.

The Richmond-Petersburg area, with a population of 801,000, is an important manufacturing and trade center and the location of many state and federal government activities.

Roanoke, with an area population of 223,000, is the trade and transportation center of western Virginia.

The Lynchburg area, with a population of 144,000, enjoys a diversified manufacturing base.

Charlottesville, with an area population of 120,000, is the home of the University of Virginia and diversified industry.

The Danville area, with a population of 111,000, also has diversified manufacturing firms.

The Virginia portion of the Johnson City-Kingsport-Bristol, Tennessee-Virginia area has a population of 91,000 and a large manufacturing sector.

Seven smaller urban areas, which are primarily trade centers for the surrounding community account for 9 percent of Virginia's population. Approximately 20 percent of Virginians live in rural areas, which include towns and smaller cities.

Personal Income

In 1985 Virginians received nearly $83 billion in personal income, an increase of 57 percent over 1980 and greater than the national gain of 47 percent. Adjusted for inflation, real gain in personal income was almost 22 percent for Virginia. In 1985 the per capita income in Virginia of $14,542 was the greatest of any southeastern state and exceeded the national average of $13,867.

MAJOR SOURCES OF PERSONAL INCOME IN VIRGINIA IN 1985

Farm		$ 249,000,000
Nonfarm		58,301,000,000
Government		15,246,000,000
Federal, civilian		5,193,000,000
Federal, military		4,118,000,000
State and local		5,935,000,000
Services		12,115,000,000
Manufacturing		9,996,000,000
Retail trade		5,578,000,000
Construction		4,044,000,000
Wholesale trade		3,085,000,000
Finance, insurance, and real estate		2,850,000,000
Transportation		2,299,000,000
Communication and public utilities		2,000,000,000
Mining		842,000,000
Agricultural services, forestry, fisheries, etc.		206,000,000
LESS: Personal contributions for social insurance		3,386,000,000
PLUS: Residence adjustment		3,707,000,000
Dividends, interest, and rent		12,933,000,000
Transfer payments		11,176,000,000
TOTAL PERSONAL INCOME		$82,980,000,000

For additional information, ideas, and teaching strategies on Virginia's economic/social/political/geography, see Section B in *Resources for Teaching Virginia Government* or contact TRS. Current information about *Virginia Facts and Figures* is available from the Commonwealth of Virginia, Department of Economic Development, 1000 Washington Building, Richmond, Virginia 23219; telephone (804) 786-3791.

COMMONWEALTH OF VIRGINIA

SAMPLE BALLOT

SPECIAL ELECTION

Tuesday, November 3, 1987

STATE-OPERATED LOTTERY

QUESTION: Shall the 1987 Act of the General Assembly which establishes a state-operted lottery become effectvie in Virginia?

☐ **YES**

☐ **NO**

RESOURCES. . .RESOURCES. . .RESOURCES. . .RESOURCES

The following are available from Congressional Quarterly Inc., Dept. EB, 1414 22nd St., N.W., Washington, D.C. 20037:

this Constitution: Our Enduring Legacy, a selection of essays on major constitutional issues. $24.95.

James Madison: Creating the American Constitution, a work that describes the evolution and impact of Madison's political thinking. $11.95.

CQ's Guide to the U.S. Constitution: History, Text, Index and Glossary, a pocket reference for students and teachers. $9.95.

Rediscovering the Constitution: A Reader for Jefferson Meeting Debates, background readings on eight constitutional topics. $9.95.

CQ's Constitution Fact Kit, ideas for projects, group discussions, essays, and other activities. Includes *CQ's Guide to the Constitution and this Constitution* as well as "Parchment" replicas of the Constitution and the Bill of Rights, a Constitution Quiz, and *Milestones on the Road to the Constitution,* a 27"x 18" three color poster illustrating key events from peace with Britain in 1783 through ratification in 1791. Entire kit is $35.00.

Enclose a check in the amount of purchases. The Congressional Quarterly has additional titles covering nearly every aspect of American government and politics.

A Decade of the Study of the Constitution, is a series that, upon completion, will include ten "books of controversy." Each volume is a collection of essays of constitutional controversy, written for classroom use by spokesmen from a variety of disciplines and points of view. This series may be most appropriate in Advanced Placement courses. For prices and ordering information, write The American Enterprise Institute, 4720-A Boston Way, Lanham, MD 20706.

Braille copies of the Constitution can be ordered free from the National Braille Press (contact Diane Croft), 88 St. Stephen Street, Boston, MA 02115; telephone (617) 266-6160.

"A Little Rebellion Now and Then": Prologue to the Constitution chronicles the turbulent years that culminated in the framing of the Constitution. This award-winning film is available in 16mm, ½" VHS, or ¾" videotape from Audience Planners, 5107 Douglas Fir Road, Calabasas, CA 91302, toll free (800) 624-8613. Rental is $50.00. Free previews.

Teaching Today's Constitution: A Contemporary Approach includes ten lesson plans to give students the chance to understand and experience our constitutional system through by taking part in mock trials, opinion polls, and group projects. Detailed lesson plans and reproducible student handouts are included. Available for $17.95 from Social Studies School Service, 10200 Jefferson Blvd., Dept. TCP, P.O. Box 802, Culver City, CA 90232-0802.

Celebrate the Constitution: A Guide for Public Programs in the Humanities, 1987-1991 is a guide for organizing programs that will encourage citizens to become more familiar with the Constitution. It contains strategies for creating seminars, conferences, and lectures, together with bicentennial resource lists for each state. Available for $7.50 from the Federation of State Humanities Councils, 1012 Fourteenth Street, N.W., Suite 1207, Washington, D.C. 20005.

Television, Children and the Constitutional Bicentennial suggests a variety of ways in which television can make the Constitution and U.S. history more accessible and relevant to young people. Available for $10.00 from Action for Children's Television, 20 University Road, Cambridge, MA 02138.

"Sign On" packets celebrating the Bicentennial of the Constitution include teaching modules for all grades. contact Jeffrey B. Spence, Director, The National Conference of Christians and Jews, Inc., Virginia Region, 4912 West Broad Street, Suite 200, P.O. Box 6505, Richmond, VA 23230-0505; telephone (804) 359-2137.

Forgotten Freedoms is a professionally produced videotape, with discussion guide, that relates constitutional rights to personal freedom. Part 1 deals with the 4th and 5th amendments and Part 2 deals with the 1st Amendment. Suitable for high school and adult audiences, it is available in ½ inch VHS cassette from the American Bar Association, Young Lawyers Division, 750 N. Lake Shore Drive, Chicago, IL 60611. Enclose a check in the amount of $30.00.

The Public Interest (Number 86, Winter 1987) contains a variety of essays on the Constitution that may be appropriate for Advance Placement Government. Available for $4.50 from The Public Interest, Subscription Dept., 20th & Northampton Sts., Easton, PA 18042. Annual subscription (four issues) is $18.00.

Education for Democracy: A Statement of Principles contains guidelines for strengthening the teaching of democratic values. Single copies available free from The Education for Democracy Project, American Federation of Teachers, 555 New Jersey Avenue, N.W., Washington, D.C. 20001.

Two recent publications of the Close Up Foundation concern the Constitution and American Government:

Perspectives: Readings on Contemporary American Government includes charts, photographs, cartoons, and illustrations. Price: $14.00 for single copy; 21 or more copies, $11.00 each.

The Constitution: Perspectives in Contemporary American Democracy features writings of a variety of contemporary politicians. Video tapes and teachers guide are available. Price: $6.00 for a single copy: 20 or more copies $5.00 each.

For either publication write to the Close Up Foundation, Educational Publications, 1235 Jefferson Davis Highway, Arlington, VA 22202.

TEACHER RESOURCE SERVICE (TRS) — WHAT IS IT?

Funded through the University of Virginia, the Teacher Resource Service (TRS) of the Center for Public Service is a valuable resource for teachers of United States and Virginia government. The TRS encourages teachers to devote more class time to state and local government and to involve students in community and state affairs. To accomplish these goals, TRS:

Updates annually *Resources for Teaching Virginia Government,* TRS's notebook of background information and strategies for meeting Standards of Learning objectives.

Publishes "The Quarterly" four times during the academic year to keep teachers abreast of current events in state and local government and to share instructional strategies.

Participates in conferences and conducts inservice workshops for schools and school divisions to promote the sharing of information and instructional methods.

Organizes and conducts seminars, such as the General Assembly Seminars, so teachers may learn first hand about government and institutions.

WHAT DOES THE FELLOW IN VIRGINIA GOVERNMENT DO?

The Fellow in Virginia Government coordinates the activities of TRS from the Center's office at the University of Virginia. Tom Long, a government teacher on leave of absence from Augusta County Public Schools, was awarded the fellowship for 1987-88 and he is directing TRS, in cooperation with an advisory committee.

The fellow answers requests for information and materials; anticipates the needs of government teachers with ideas presented in both "The Quarterly" and in seminars; and acts as a liaison between the Center for Public Service, government officials, and classroom teachers.

WHY SHOULD YOU BE THE NEXT FELLOW IN VIRGINIA GOVERNMENT?

The Fellow in Virginia Government has a unique opportunity to work with social studies professionals across the Commonwealth and at the University of Virginia. A flexible schedule, beginning in midsummer, permits the fellow to set goals for TRS and to work for the attainment of those goals while still having time for study and family commitments.

The fellowship is a twelve month award and the fellow will receive a stipend that covers expenses and, in most cases, current salary including supplements. In addition, the fellow may earn six academic credits at the University of Virginia.

APPLICATION

FELLOWSHIP IN VIRGINIA GOVERNMENT

1. BIOGRAPHICAL INFORMATION

   In a brief biography, please give home and school addresses and telephone numbers; social security number; education; employment (including classes and grade levels taught); and professional and community activities, achievements, and awards.

2. INSTRUCTIONAL STRATEGIES

   Submit at least three instructional strategies that you have developed and used to teach government at the state and local levels and to meet Standards of Learning objectives.

3. PROFESSIONAL GOALS

   Write a brief essay outlining goals you would pursue if selected as the next Fellow in Virginia Government.

4. LETTERS OF RECOMMENDATION

   Request that two letters of recommendation be sent directly to TRS from (1) your principal or supervisor and (2) the division superintendent. The superintendent should express a willingness to grant you a leave of absence if you are selected for the fellowship. Additional letters of recommendation from colleagues and former students may be submitted with your application.

5. APPLICATION DEADLINE

   Applications and letters of recommendation must be received by February 1, 1988.

.....

I'M INTERESTED. PLEASE CALL ME ABOUT THE FELLOWSHIP IN VIRGINIA GOVERNMENT.

NAME _____

ADDRESS _____

_____

_____

TELEPHONE _____

BEST HOURS TO CALL:

CONTACT:
Tom Long, Director, 1987-88
Teacher Resource Service
Center for Public Service
Institute of Government
207 Minor Hall
University of Virginia
Charlottesville, VA 22903
(804) 924-0955

MEET THE TEACHER RESOURCE SERVICE ADVISORY COMMITTEE

The Advisory Committee of the Teacher Resource Service meets several times during the academic year to review materials, plan future activities, and offer suggestions to the Director of TRS. The committee also selects the Fellow in Virginia Government.

Patricia Bell
Waynesboro High School
Waynesboro, Virginia

Melanie Biermann
Curry School of Education
University of Virginia
Charlottesville, Virginia

Jamie Brown
Western Albemarle High School
Crozet, Virginia

Charles R. (Rod) Clemmons
Lee High School
Springfield, Virginia

The Honorable James H. Dillard II
House of Delegates
Fairfax County Public Schools
Fairfax, Virginia

Dr. Thomas M. Garrou
Instructional Specialist
Virginia Beach Public Schools
Virginia Beach, Virginia

Dr. Jerry R. Moore
Office of Teacher Education
Curry School of Education
University of Virginia
Charlottesville, Virginia

Karen O'Neil
Carr's Hill
Charlottesville, Virginia

James C. Page
Social Studies Service
Department of Education
Radford, Virginia

Diane Price
Charlottesville High School
Charlottesville, Virginia

Helen B. (Sandy) Snook
1823 Edgewood Lane
Charlottesville, Virginia

The Honorable Mitchell Van Yahres
House of Delegates
Charlottesville, Virginia

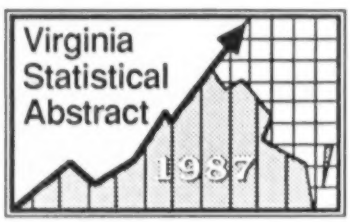
Michael Wildasin
Manchester High School
Richmond, Virginia

Sandra Wiley
Center for Public Service
University of Virginia
Charlottesville, Virginia

NEW NUMBERS FOR THE OLD DOMINION

Do you know what new book, set in Virginia, has births, deaths, murders, millionaires, politics, the military, foreign commerce, power and energy, religion, and justice? The latest novel by James Michener? No, it's the ***Virginia Statistical Abstract, 1987 Edition,*** just published by the University of Virginia's Center for Public Service.

The *Abstract* contains the most current data available, in twenty-three categories, covering the full range of the state's population, economy, and government. The 735 page, two-pound volume contains an extensive index with over 1000 entries. Graphs, charts, and maps illustrate significant aspects of the data.



Three kinds of tables in the *Abstract* offer different levels of detail:

State Data tables show how Virginia compares with the entire U.S., nine surroundings states, and the District of Columbia.

Virginia tables give detailed statewide data for the Commonwealth as a whole.

County/City tables include information for all of Virginia's ninety-five counties and forty-one independent cities, as well as the state's eight Metropolitan Statistical Areas and twenty-two planning districts.

The *Virginia Statistical Abstract* which will be updated every two years, promises to become the standard reference for data on the state and will be a valuable reference for a high school social studies department or library. In durable softcover, 6 by 9 inches, it is available for $28.50 per copy (includes sales tax, postage and handling) from the Center for Public Service, 207 Minor Hall, Charlottesville, Virginia, 22903. Telephone (804) 924-3396.

TWO-PARTY COMPETITION IN VIRGINIA?

Election day is Tuesday, November 3, 1987. In addition to the referendum on the lottery, Virginians will be electing one hundred members of the House of Delegates and forty members of the Senate. Although most citizens probably believe that we have strong two-party competition, the following list of candidates shows that sixty-two seats in the House and seventeen seats in the Senate are not contested. In ninety-three House races and thirty-eight Senate races an incumbent is seeking reelection, frequently with no opposition. Independents are on the ballot in thirteen contests.

Why are so many races uncontested? Use this situation to focus your students' attention on reasons for the lack of competition in many elections. Invite local chairpersons or party activists to your school to discuss the power of incumbency, the problems encountered by the parties in attracting quality candidates, the financial burdens of a campaign, and the difficulties of running as an independent candidate.

Following the election, have students examine the impact of incumbency on the outcome of contested races. It may be obvious why many qualified individuals are hesitant to challenge an established incumbent. Also, see if there is a relationship between campaign spending and success on election day.

Additional activities and strategies for teaching about voting and elections may be found in Sections C and D of *Resources for Teaching Virginia Government*.

In the following list "R" indicates Republican, "D" indicates Democrat, "I" indicates independent and "*" indicates incumbent.

SENATE OF VIRGINIA

DISTRICT NUMBER		CANDIDATE(S)
1	R	Eleanor L. Rice
	D	*Hunter B. Andrews
2	R	Teddy R. Marks
	D	*Robert C. "Bobby" Scott
3	D	*William E. "Bill" Fears
4	D	*Elmo G. Cross, Jr.
5	R	R. Wayne Nunnally
	D	Yvonne B. Miller
	I	Julian F. Hirst
6	D	*Stanley C. Walker
7	D	*Clarence A. Holland
	I	Rae H. Le Sesne
8	R	*A. Joseph "Joe" Canada, Jr.
	D	M. E. "Sonny" Stallings, Jr.
	I	Louis Miles Pace
9	D	*Benjamin J. Lambert III
10	R	*Joseph B. Benedetti
	I	Roger L. Coffey
11	R	*Robert E. Russell
	I	Joan C. Gitone
12	R	Edwina P. "Eddy" Dalton
	D	*William F. Parkerson, Jr.
13	D	*Johnny S. Joannou
14	R	Mark L. Earley
	D	*William T. Parker
15	D	*Richard J. Holland
16	D	*Elmon T. Gray
17	R	William J. Vakos, Jr.
	D	*R. Edward "Edd" Houck
18	D	*Howard P. Anderson
19	R	*W. Onico Barker
	D	Eloise F. Nenon
20	D	*Virgil H. Goode, Jr.

DISTRICT NUMBER		CANDIDATE(S)
21	R	William H. "Ham" Flannagan
	D	*J. Granger Macfarlane
22	R	Lee B. Eddy
	D	*Dudley J. "Buzz" Emick, Jr.
23	D	*Elliot S. Schewel
	I	Jeffrey D. Somers
24	R	Bertram C. "Bert" Hopeman
	D	*Frank W. Nolen
25	D	*Thomas J. Michie, Jr.
26	R	*Kevin G. Miller
	D	William C. "Bill" Chase, Jr.
27	R	*W. A. "Bill" Truban
28	R	*John H. Chichester
	D	Ann Riley Smith
29	D	*Charles J. Colgan
30	R	*Wiley F. Mitchell
31	R	Joseph V. Vasapoli
	D	*Edward M. Holland
32	R	B. G. "Bobbie" Kilberg
	D	*Clive L. DuVal 2d
33	D	*Charles L. Waddell
34	R	*John W. Russell
	D	Emilie F. Miller
35	D	*Richard L. Saslaw
36	R	C. Ronald "Ron" Smith
	D	*Joseph V. Gartlan, Jr.
37	D	*Madison E. Marye
38	R	Benjamin S. Barringer
	D	*Daniel W. "Danny" Bird
39	R	William C. Wampler, Jr.
	D	John S. Bundy
40	D	*John Chalkley Buchanan

HOUSE OF DELEGATES

DISTRICT NUMBER		CANDIDATE(S)
1	R	H. Ronnie Montgomery
	D	*Ford C. Quillen
2	R	Bonnie P. Flosser
	D	J. Jack Kennedy, Jr.
3	R	Richard L. Settle, Jr.
	D	*William F. Green
4	D	*Donald A. "Don" McGlothlin, Sr.
5	R	*C. Jefferson Stafford
	D	P. Byrd "Pat" Wood
6	R	*John C. Brown
7	R	Harold D. Slemp
	D	*G. C. Jennings
8	R	R. T. "Tom" DuPuis
	D	Thomas M. Jackson, Jr.
9	D	*Willard R. Finney
10	D	*William Roscoe Reynolds
11	D	*A. L. Philpott
12	R	Lewis R. "Lew" Sheckler
	D	*J. Robert "Bob" Dobyns
13	D	*Joan H. Munford
14	D	*C. Richard "Dick" Cranwell
15	R	*G. Steven Agee
	D	James M. "Jim" Young
16	D	*Clifton A. "Chip" Woodrum
17	D	*A. Victor "Vic" Thomas
18	D	*William T. "Bill" Wilson
19	I	Ronald E. Gravatt
	I	*Lacey E. Putney
20	R	*Kenneth E. "Ken" Calvert
	D	W. W. "Whitt" Clement
21	R	*Charles R. Hawkins
22	R	*J. P. "Joe" Crouch
23	R	*Royston Jester III
	D	E. R. "Ted" Harris, Jr.
24	R	*S. Vance Wilkins, Jr.
25	R	*A. R. "Pete" Giesen, Jr.
26	R	*Emmett W. Hanger, Jr.
27	R	Phoebe M. Orebaugh
	D	*Paul C. Cline
28	R	*I. Clinton Miller
29	D	*Alson H. "Al" Smith, Jr.
30	R	S. Page Higginbotham
	D	Henry Lee Carter
31	R	*Raymond R. "Andy" Guest, Jr.
32	R	*Kenneth B. Rollins
33	R	*Robert T. Andrews
	D	Katherine E. Fisher
34	R	*Vincent F. Callahan, Jr.
	D	Sherman M. Ponder
35	R	S. A. "Steve" Armstrong
	D	*Dorothy S. McDiarmid
36	D	*Kenneth R. Plum
37	R	Jane H. Woods
	D	Jeffrey J. Fairfield
38	R	A. Strode Brent, Jr.
	D	*Leslie L. Byrne
39	R	Robert E. "Bob" Murphey
	D	*Alan E. Mayer
40	R	*Robert E. "Bob" Harris
41	R	*James H. "Jim" Dillard II
42	R	*Robert K. "Bob" Cunningham
43	D	*Gladys B. Keating
44	R	*Frank Medico
45	R	R. M. "Bob" Gants
	D	*Marian A. Van Landingham
46	R	John F. Sargent, Jr.
	D	*Bernard S. Cohen
47	R	William W. Pascoe III
	D	*James F. Almand
48	D	*Mary A. Marshall
49	R	James B. "Jim" Robinson
	D	*Warren G. Stambaugh
50	R	*Harry J. Parrish
	D	Charles A. Agnew, Jr.
51	D	*David G. Brickley
52	R	*J. A. "Jack" Rollison III
	D	George G. Dowd
53	R	William J. Howell
	D	Thomas Y. Savage
	I	M. A. "Al" Fagan
54	D	*Robert W. Ackerman
55	R	*Frank D. Hargrove
56	D	*V. Earl Dickinson
57	D	*Mitchell Van Yahres
58	R	*George E. Allen
59	D	*Watkins M. Abbitt, Jr.
60	R	Mark W. Hagood
	D	*Franklin M. Slayton
61	D	*Lewis W. Parker, Jr.
62	D	*R. Beasley Jones
63	D	*Jay W. DeBoer
	I	LeRoy Ivey
	I	Barbara P. Shell
64	D	*C. Hardaway Marks
	I	H. Curtis Butterworth
65	R	*John G. Watkins
66	D	*John G. "Chip" Dicks III
67	R	Stephen H. Martin
	D	*N. Leslie Saunders, Jr.
68	R	*E. Hatcher Crenshaw, Jr.
69	R	Bradley P. Marrs
	D	*Franklin P. Hall
70	D	*Roland D. Faley
71	D	*Jean W. Cunningham
72	D	*Ralph L. "Bill" Axselle, Jr.
73	R	*Walter A. Stosch
74	D	*Robert B. Ball, Sr.
75	D	*J. Paul Councill, Jr.
76	D	*J. Samuel Glasscock
77	D	*V. Thomas Forehand, Jr.
78	D	*Frederick H. Creekmore
79	D	*W. S. "Billy" Moore, Jr.
80	D	*Kenneth R. "Ken" Melvin
81	R	Darrel J. Hughes
	D	*Glenn R. Croshaw
82	R	*Harry R. "Bob" Perkey
83	D	*J. W. "Billy" O'Brien, Jr.
84	D	*Glenn B. McClanan
85	R	*Robert "Bob" Tata
86	D	*George H. Heilig, Jr.
87	D	*Howard E. Copeland
88	D	*Thomas W. Moss, Jr.
89	D	Jerrauld C. Jones
90	D	*William P. "Billy" Robinson, Jr.
	I	George H. Banks
91	D	*S. Wallace Stieffen
92	D	*Mary T. Christian
93	R	Everett H. Hogge
	D	H. Vincent Conway, Jr.
94	D	*Alan A. Diamonstein
95	D	*W. Henry Maxwell
	I	Bobby E. Lynn
96	D	*Shirley F. Cooper
	I	Michael M. Maguire
97	R	Brian R. Wright
	D	*George W. Grayson
98	R	*Harvey B. Morgan
99	D	*W. Tayloe Murphy, Jr.
100	R	*Robert S. Bloxom

Teacher Resource Service
Thomas W. Lang
Director, 1987-88

Center for Public Service
James A. (Dolph) Norton
Director

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CENTER FOR PUBLIC SERVICE ESTABLISHED AT UNIVERSITY OF VIRGINIA

The University of Virginia is pleased to announce the establishment of the Center for Public Service, a research and service organization assisting government, business, and the citizens of Virginia.

The Center for Public Service is being formed by the merger of two established university organizations: the Institute of Government and the Tayloe Murphy Institute. The Institute of Government has specialized in helping governments and public officials; the Tayloe Murphy Institute has served business and the public sector with its research in demographics and economics. These two institutes have cooperated closely in the past, and the new Center will build on a variety of projects underway at each of them.

The Center's areas of service will include governmental and policy studies; business and economic studies; demographic studies; management development and training; and civic learning development. The Center recently established a Clinch Valley office to expand services to Southwest Virginia. Readers of "The Quarterly" will appreciate the additional services which the merger will make available to teachers.

James A. (Dolph) Norton, the former director of the Institute of Government, will serve as the director of the Center for Public Service. For more information contact the Center for Public Service, Director's Office, 207 Minor Hall, University of Virginia, Charlottesville, VA 22903; telephone (804) 924-0942.

THE QUARTERLY

January 1988 Vol. III no. 2

A Newsletter to Update *Resources for Teaching Virginia Government*

". . . demagogues, pedagogues, gogmagogs, brobdignags . . ."

Virginia Ratifies the Constitution

by Jane Estelle Beard

Celebrating the Constitution's ratification is even more important than celebrating its signing. It is admirable that fifty-five men created a working government; it is even more amazing that a whole nation accepted it.

"It will perhaps agitate the minds of the people of this State more than any subject they have had in contemplation since the commencement of the late revolution," James Monroe predicted to James Madison. He was right. Only after the Philadelphia Convention opened its doors on September 17, 1787, did the Constitution emerge in the bright glare of public reaction. Nine states had to ratify the proposed government before it could take effect; the ensuing debates were filled with emotional appeals and personal invective as well as brilliant arguments, proving the absorbing and violent nature of the question.

Virginia's ratifying convention, in June, 1788, was especially crucial for several reasons. Virginia (which then included West Virginia and Kentucky), was the largest, wealthiest, and most populous state in the Union, occupying a central geographic location. Without Virginia's ratification the Union would have been split in half. Many of the nation's influential and powerful men—George Washington, James Madison, and Patrick Henry among them—were Virginians; the other states counted on their political and moral leadership in the new system. Washington especially was a shoo-in as the first president of the United States. He was loved and revered by the people, who, it was thought, might revolt if they felt the great powers of the executive were put in the wrong hands. But if Virginia did not join the Union, Washington would be ineligible for election.

Finally, because Virginia's ratifying convention met when eight states had already approved the document, the Old Dominion delegates felt the burden of giving the Constitution either its final approval or its probable death blow. The fate of the Union very well depended on Virginia's decision.

In Virginia, as in most states, the Philadelphia delegates took the lead in persuading others of the merits of the new system: James Madison and George Washington were its foremost supporters. But the opposing leaders were equally respected. George Mason and Governor Edmund Randolph had both refused to sign the finished Constitution, and Patrick Henry and Richard Henry Lee would not even attend the Philadelphia Convention. Virginia Federalists were forced to use every maneuver and scrap of ingenuity in their sizable political arsenal to defend the Constitution.

The first engagement took place in Congress, less than two weeks after the signing. Madison rushed to New York to take his seat in time to clash with Richard Henry Lee, who awaited the Constitution with amendments in hand. Lee had refused to attend the Philadelphia Convention because he knew the plan would be reviewed by Congress; he thought it questionable for the same men who wrote the plan in convention to approve it in Congress, thus rubber-stamping their own work. Lee also believed that the liberties he had fought to secure in the Revolution would be thrown away by the establishment of a powerful central government, so he determined to dilute its authority.

Though the Federalists successfully defeated Lee's amendments, Lee made sure that Congress did not formally endorse the Constitution in the

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Teacher Resource Service, Center for Public Service, 207 Minor Hall, University of Virginia, Charlottesville 22903
(804) 924-0955

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resolution referring it to the states for ratification. Still, his canny opponents slipped in a mention of the "unanimous" decision to submit the government to the states, thus giving the *impression* of Congressional approval where none actually existed. When Washington heard of this maneuver, he gleefully wrote Madison, "This apparent unanimity will have its effect [and] . . . will be of great importance."

The Constitution now had to confront the states. Small ones like Delaware, Georgia, and New Jersey ratified quickly with minimal debate; their delegates recognized that the plan gave them the best benefits they could hope for. In the larger states, controversy was more heated. One ardent opponent stormed in the *Virginia Independent Chronicle:*

> Do you not see the aristocrats, monocrates, demagogues, pedagogues, gogmagogs, brobdignags, conspirators, and Foederal hobgoblins, are preparing to govern you, enslave you, enthral you, and bemaul you?

George Mason and Richard Henry Lee also published their objections in the newspapers. For the most part, however, shrewd Federalists befriended editors and controlled most of the debate in print. The most famous articles, the 85 *Federalist* papers by John Jay, Alexander Hamilton, and James Madison, served as a useful debate manual for supporters.

Too much power in the central government and the lack of a bill of rights were the most frequent objections made by Constitutional opponents, but they had other important criticisms. Thomas Jefferson wrote from France that allowing re-election of the president would eventually result in monarchy, dubbing the executive "a bad edition of a Polish king." Virginia Antifederalist William Grayson calculated that the president could be elected by a mere 17 votes out of 156 under the proposed electoral system; this prospect was especially upsetting to southerners, who feared the northern states would band together to secure their own interests at others' expense. Some detractors worried that Congressional representation was insufficient and would not increase to match a growing population. Others depicted representatives as self-proclaimed aristocrats always voting themselves pay raises while ignoring citizens' concerns, and claimed legislators would accept bribes from Europeans eager to buy influence in the vital young nation.

Many, citing Montesquieu and other influential writers, argued that the Union was simply too big for a republican government to work properly, no successful republic as large as the thirteen states had ever been established. Madison replied in the *Federalist #10* that the greatest danger was oppression of the minority by a majority, something more likely to happen in a smaller republic where big groups could all work together to oppress smaller ones. In a large republic, Madison reasoned, the majority groups would be too spread out to consolidate their forces against the minority.

Local interests, too, played a large part in the controversy; for instance, the slave-importation clause caused a furor in both the North and the South. Another issue of particular concern in Virginia was whether navigation rights to the Mississippi River could be traded away (as they nearly had been in 1786), under Congress's powers for making treaties with foreign nations. The Mississippi provided an irreplaceable trade route for Virginians living on the Kentucky frontier. These Kentuckians would never agree to a government that would deny their interests.

Virginians elected their representatives to the June ratifying convention in March. According to custom, most candidates were chosen more out of personal esteem and respect than for their views. Antifederalist Henrico County, for instance, selected John Marshall, well-known to favor the Constitution, and Governor Edmund Randolph, whose ambivalence was tipping towards ratification. Fairfax County gave George Mason no such favors; its landholders had declared unanimous support for the Constitution back in October. Mason had been suffering increasingly vicious barbs in the local press, aggravated by his staunch opposition to the Constitution. Neighboring Stafford County finally offered him a seat in Richmond.

As Virginia's convention drew near, partisans on both sides of the question speculated on the outcome in other states. Each state's decision affected the remaining ones, for with each ratification the new government came closer to realization. New Hampshire debated the Constitution for three weeks in March before adjourning without a vote; Washington commented on the gleeful reaction of Virginia Antifederalists, that "The postponement in New Hampshire, although it had no reference to the convention of this State, . . . is ascribed by the opposition here to complaisance towards Virginia, and great use is made of it." Not until June did New Hampshire reconvene and vote a quick approval, whisking the crucial ninth ratification from under Virginia's nose by a mere four days. News traveled so slowly, however, that up to the end of the Virginia convention, the delegates felt the weight of the ninth vote to be heavily on their own shoulders.

In Massachusetts, Federalists had also despaired of passing the Constitution when the discussion had dragged on for weeks with no result. They finally convinced the influential John Hancock to declare his support (by hinting that he would be a fine presidential candidate if Virginia did not ratify), and then proposed that amendments be added to the ratified Constitution as suggestions, rather than mandating them before approval. Thus Massachusetts achieved an unconditional ratification while acknowledging the desire for changes in the proposed government. This strategy proved so successful that within two months Maryland and South Carolina had likewise ratified with amendments.

This trick was significant for Virginia, as the stickiest issue there was whether to amend before or after ratification. Federalists claimed that it had been difficult enough to get all the states to agree to the Constitution in Philadelphia, without amalgamating thirteen different sets of amendments into the document in a second convention.

Antifederalists argued that it was unfair to force the states into a take-it-or-leave-it choice; the government should be freely chosen by the people, not forced upon them. Edmund Randolph, Virginia's handsome and popular young governor, had at first declined his approval for this reason. But Madison and Washington worked on him over the winter, finally convincing him that though amendments might be desirable, it would be far better for Virginia to ratify first and seek changes later than to risk destroying the Union.

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VIRGINIA FACTS AND FIGURES

Teaching students about Virginia's government will be more meaningful and useful in their career planning if the instruction includes information on the state's economic diversity. *Virginia Facts and Figures*, a publication of the Virginia Department of Economic Development, looks at the state's business climate. Each issue of *The Quarterly* features interesting statistical information from that publication. This month we look at manufacturing and labor.

Manufacturing

Manufacturing employment ranks fourth behind wholesale and retail trade, services, and government in the number of jobs it provides Virginians. Approximately 427,300 persons are employed in over 5,500 manufacturing establishments. Nearly two-thirds of Virginia's total manufacturing employment is found in eight industries: transportation equipment, textiles, electric and electronic equipment, food processing, chemicals, printing, apparel, and furniture.

In 1984 the value of shipments from Virginia's manufacturing industries was $43.9 billion. Did you know that Virginia boasts the world's largest privately-owned shipyard, the world's largest textile plant under one roof, the world's largest hot dog production plant, and the world's largest radial truck and aircraft tire plant? And Virginia has been keeping pace with high technology by producing silicon computer chips, interferon, rocket motors, robotics, navigation equipment, and advanced telecommunications equipment.

Since 1979 manufacturing growth in Virginia has surpassed the national growth rate. In spite of a nationwide recession in the early 1980s, Virginia's manufacturing employment has grown 3.3 percent since 1979, while nationally, manufacturing employment is approximately 9 percent below its 1979 peak! A significant part of that growth has been the result of the state's active international trade and reverse investment program. Today, foreign firms account for some 25,000 jobs and over $1.1 billion in investment.

Labor Resources

Nearly three million Virginians are in the civilian labor force. The diversity and balance of the state's economy helps to stabilize employment; and, according to the U.S. Department of Labor, Virginia typically enjoys one of the lowest unemployment rates in the nation.

Virginia is one of the least unionized of the more industrialized states. Contributing to this situation are the state's right-to-work law; the importance of manufacturing industries like textiles and lumber which are not highly unionized; and the importance of federal civilian and military employment. A favorable labor climate has contributed to a relatively small number of strikes and other work stoppages.

Also of interest to business is the fact, shown in the chart, that Virginia has a higher proportion of its population in the early working ages—the 18 to 44 age group—than does the nation.

For additional information, ideas, and teaching strategies on Virginia's economic/social political geography, see Section B of *Resources for Teaching Virginia Government* or the *Virginia Statistical Abstract*. Call TRS for information about either publication.

Current information about *Virginia Facts and Figures* is available from the Commonwealth of Virginia, Department of Economic Development, 1000 Washington Building, Richmond, Virginia 23219; telephone (804) 786-3791.

AGE DISTRIBUTION OF THE POPULATION
July 1, 1985

	Percent Distribution	
	Virginia	United States
Under 5 years	7.1	7.6
5 to 17 years	18.2	18.8
18 to 44 years	45.4	42.8
45 to 64 years	19.0	19.8
65 and over	10.3	12.0
Total	100.0	100.0

(Source: *Virginia Facts and Figures*, used with permission)

WIN A NEW VIRGINIA MAP

Can you answer the following three questions about Virginia's economic geography? If you use the correct resources, they should be easy to find. In fact, you may know some of the answers already!

Start looking—the first two teachers to correctly answer each of the following questions will receive a new wall map, "Virginia in the World," which depicts the role of Virginia in the international economy.

1. **Who is the largest private employer in the state?**
2. **According to the 1980 census, which county has the smallest black population?**
3. **In *actual* 1981 dollars, which SMSAs exceeded the state average for median adjusted gross income on married couple income tax returns?**

Send your answers to Tom Long, Director, Teacher Resource Service, Center for Public Service, 207 Minor Hall, University of Virginia, Charlottesville, VA 22903.

GENERAL ASSEMBLY PREVIEW

On October 22, 1987 Senator Thomas J. Michie, Jr. (Democrat), Delegate George F. Allen (Republican), and Delegate Mitchell Van Yahres (Democrat)—all incumbents and unopposed in the general election—previewed the 1988 General Assembly for a audience of University of Virginia and Charlottesville residents at a "Brown Bag Lunch" at the Center for Public Service. The following excerpts are from their remarks.

Senator

Michie

First, on funding matters, let me say that I think the big new initiative we will be addressing . . . is increased funding for mental health, particularly in the area of community and mental health services. As you know, the State of Virginia, as other states, embarked on a deinstitutionalization process program eight to ten years ago. But, there is often a failure to follow up sufficiently. We have not put in place enough programs on the local level to replace the services in the institutions or to improve upon them. Virginia is a very affluent state. We have seen rankings that we are now seventeenth among the fifty states in our per capita income; and we are lagging in our expenditures for mental health rather sadly, in view of our financial ability. So I certainly hope we are going to address that in a big way this session. . . .

Another very serious problem facing us is the shortage of funds, particularly for day care. The provision of day care money, so that mothers can work, is a program that the federal government used to subsidize very heavily, and they have dropped the subsidization very substantially. Although we have started to pick up the slack and we have put in about $3 million in the last biannum, we really need about $5 million in additional funds. Now there is a critical shortage that needs to be addressed.

Among the things that I am going to be working on myself is the one of all-terrain vehicles. This is an example of how we get ideas from you, our constituents. In this particular case, I have had several doctors who work in the area of pediatrics and emergency room care, call me from the hospital. They were very distressed at the incidence of injuries from use of these all-terrain vehicles, particularly among young people. The three-wheelers particularly seem to be dangerous. So they asked me to work on the matter, and they have a person coordinating the gathering of information. I have sent it down to Legislative Services, which is working on bills that will hopefully address this matter. It will, of course, be controversial. The manufacturers of these vehicles will be lobbying hard, and saying what wonderful pleasure they give, and that they are not dangerous, and so forth. So I expect that you will see some publicity on that.

Another emotional area I am going to stick my neck out on is this problem of surrogate mothers. I am going to be introducing a resolution to study the problem. Don't anybody ask me what the answer is; or if you do, I will tell you I haven't got the vaguest notion. I have read a good bit about the philosophical arguments on different sides, and I think it is a very difficult question. My resolution is just saying "let's study it and think about it."

Another matter that I will be working on, as in the past, is the problem of a Uniform Parentage Act, to try and improve our process by which we decide whether someone is the father of a child. Obviously, when we have all of these problems of illegitimacy and a lack of parental support, the beginning point is trying to determine who is the father of the child in order to compel support. . . .

The Virginia General Assembly will convene on January 13, 1988 and adjourn on March 12, 1988.

Legislative Information:
(804) 786-6530

Delegate

Van Yahres

Of course, it is very difficult, sometimes, to try and predict what are going to be the issues of the next session. Invariably, what happens is that what you predict are going to be the issues turn out very often to be non-issues, and the things that you never even thought about come up as controversial issues. Very often little issues become big issues, and I think that will happen again.

I think we have a very exciting year ahead of us. Obviously with an election coming up here in a few weeks, it may change the complexion of the General Assembly. There already has been a kind of change in the complexion in the last few years. You can just see a gradual shifting of ideas and commitments to different ideas. . . .

In the educational area—I am on the Education Committee—one of the issues (which I don't think is an earth shaking one, although to many parents and to school administrators it is earth shaking) is the Labor Day opening bill. As you may know, a couple of years ago we passed a bill requiring all school districts to open after Labor Day. This caused quite a bit of consternation all throughout the state, because . . . they of feelings that the state was taking prerogatives of the localities out of their hands, and dictating to the localities what to do. Fortunately, we put a sunshine resolution on that so it only goes for two years. We have to address that issue again this year, and we are getting a lot of mail on it—a lot of pressure. The tourist industry is very interested in this bill, because it gives them more labor longer.

Another area that we will be looking at will be the JLARC report . . . about funding of the Standards of Quality. JLARC came out with figures that

were much lower than those of the State Department (of Education) as the necessary minimal revenue to maintain the Standards of Quality. We are going to study the other important aspect of this issue, which is the funding formula itself, and how localities will be given state aid. A lot of us feel that the state is not giving enough funding to localities for education, and one way of dealing with this situation is through the formula, if the state accepts changes. That would be a tremendous battle, though, to change this formula for state funding to localities for education.

A big one coming up, and this is going to carry far beyond next year's General Assembly, . . . is the question of pre-school education. I was in Saint Louis a couple of days ago at a seminar on this whole question. The basic question, though, was having parents become teachers in pre-school. It is a very interesting concept, and Missouri is a leader in this. I was very much impressed by their program. Several other states are doing wonders in this area. . . . There is a demand that parents become involved in education, and with the pre-school part the parents are actually becoming the educators. We are teaching the parents how to do the job, rather than putting the children in day care centers and nurseries (which obviously some of the working parents would have to do). It is incorporating the parents into the whole educational aspect. . . . they have been doing it for years, but now we are finally coming back and saving the parents are the right people.

Which brings up another serious question we will be faced with – the teaching of sex education, family life education. That has been dumped back on the State Board of Education. They are supposed to come up with the curriculum so that the General Assembly will not have to come up with one. But from what I read, it may very well fall right back to us to come up with the family life or sex education curriculum in the schools. That could be a very controversial issue, as it has always been and continues to be. . . .

Delegate

Allen

. . . as the two men who proceeded me said, it's hard to determine what are going to be the issues. Probably there will be 1600 to 1700 bills and resolutions introduced in the next session – from the sublime to the ridiculous – and about half of them will get through. It just depends on your perspective as to whether some of the good ones didn't get through or some of the bad ones did get through. . . .

As I see it, we shouldn't need to raise taxes in Virginia for the next two years. We'll probably get about $1.5 billion more in revenue without a tax increase. This is a lesson in economics, that if you have a good economy, and people are working and businesses are doing well, they pay taxes. That's the best way, really, to raise revenues. The only possible revenues that I see would be the lottery, if it passes. Other than that, there'll be some tax increase questions or ideas from some folks, but I don't see, at least at this point, support for any of them. . . .

I think we need to promote the work ethic by giving people an incentive to work rather than reward idle behavior. After several years of fighting, we do have some pilot programs. Accomac and the City of Portsmouth, as well as Danville, started this past January a program where able-bodied persons on welfare, meeting certain criteria, will get job training, will be in a job club, for five to six months. If, after that time, these individuals has not gotten private employment, they can be required to do community service work. . . .

Another measure that I'll be introducing has to do with speed limits on rural interstate highways. The federal government has taken their boot off our neck on this issue; and now we can increase the speed limits on rural highways, if we so desire, to 65 mph. That means Interstate 64 between here and Richmond; and or I-81 up and down the valley; or I-77 through the southwest or I-95 or I-85 going into North Carolina. It doesn't mean the beltway, and it doesn't mean in the urban areas around Norfolk.

My main reasons for this support are, first, the rural interstate roads are engineered and designed for safe travel at 70 mph. There is no question that they are the safest roads we have in this country. Second, the states that surround us – such as North Carolina, West Virginia, Kentucky, and Tennessee – they have all passed a 65 mph speed limit on the rural interstates. . . . The main opposition to this will be that it is unsafe . . . But a lot of other factors – tires are better, cars are better, roads are better built – indicates to me that we ought to increase the speed limit to 65.

I'm going to be working again on capital punishment bill to allow juries to impose capital punishment in cases of willful and deliberate murder during an attempted armed robbery. Presently, if you get one penny out of the cash register and kill the clerk doing it, you can get capital punishment. But if the clerk falls dead over the cash register and you, without taking any money, run out because the alarm is going off, you cannot get capital punishment and there are several cases on that. . . .

We'll have a big fight over the state song, I suspect – whether or not to get rid of "Carry Me Back to Old Virginia" and put in a new song, or add a new song and have two songs. . . . We will probably also end up with a state boat. Last session Vance Wilkins thought that we needed to have an official state boat. We have an official state mollusk, the oyster; and, of course, the official state dog is the foxhound. Wilkins thought that we needed the state boat so he proposed, the James River bateau. Well, this sailed out of committee – floated out of the committee. But the eastern Virginia folks said "No!" They wanted it to be a skip jack or something similar, so they sunk the thing by sending it back to committee. . . .

RESOURCES . . . RESOURCES . . . RESOURCES . . .

The Education Network of Virginia, 3421 Surrey Lane, Falls Church, Virginia 22042, telephone (703) 698-0487, has limited numbers of the following free educational resources:

Dropout Prevention Programs - A collection of exemplary programs for children at risk.

Programs That Teach Critical Thinking and Problem Solving - A collection of proven programs that emphasize problem solving and decision making.

Good Secondary Schools, What Makes Them Tick - A U.S. Department of Education pamphlet.

Water News is a monthly newsletter that contains reports on local, state, regional, and national events and trends in water resources. Subscriptions are free to Virginia residents. When subscribing, please list your occupation so you may be informed of other publications of interest to you. Contact the Virginia Water Resources Research Center, Virginia Polytechnic Institute and State University, 617 North Main Street, Blacksburg, Virginia 24060; telephone (703) 961-5624.

Meet the People Behind "We the People" is a packet of information about each of the participants of the Constitutional Convention, including portraits and biographical facts. Available for $3.50 each from Eastman Kodak Company, Department 454, P.O. Box 92894, Rochester, NY 14692-9939; telephone, toll free, 1-800-445-6325, extension 639.

The Constitution and the Courts: A Citizen's Discussion Guide presents constitutional background and main themes that emerged from the League of Women Voters Project 87 Philadelphia forum on the role of the federal judiciary. The *Discussion Guide* is available for $1.75 from League of Women Voters of the United States, 1730 M Street, NW, Washington, DC 20036. A video cassette of the Philadelphia forum may be ordered from Forum, Project '87, 1527 New Hampshire Avenue, NW, Washington, DC 20036. 1/2 inch @ $35.00; 3/4 inch @ $50.00.

SUMMER OPPORTUNITIES

EDCI 5780 Seminar in Education: Curriculum and Instruction in Virginia's Water Resources (3 credits) will be offered July 6 through 15, 1988, at Virginia Polytechnic Institute and State University. Emphasis will be on such topics as the acid rain problem, ground and surface water resources, conservation, water law and management, and waste water treatment. An important component of the course is the preparation of materials and planning for instruction. For additional information contact Kathryn Sevebeck, Virginia Water Resources Research Center, 617 North Main Street, Blacksburg, VA 24060-3397; telephone (703) 961-5624.

The Summer Geography Institute will be held at James Madison University in Harrisonburg, July 11-29, 1987. Designed for public school teachers, the seminar will stress geography as a concept that can be incorporated into a variety of subjects. Five geography themes—location, place, human and environmental interaction, movement, and regions—will be examined. Teachers participating in the seminar can earn up to six graduate credits. Room, board, and tuition will be provided free of charge. In addition to the three week seminar, participants will be expected to return to JMU for a final weekend seminar in the fall of 1988 to share experiences on using the concepts in their classrooms. For additional information contact Beverly Thurston, Supervisor of International Education, Department of Education, P.O. Box 6Q, Richmond, VA 23216; telephone, (804) 225-3349.

THE CONSTITUTION IN CONTEXT

In celebration of the bicentennial of the United States Constitution, the **Valentine Museum** is presenting "The Constitution in Context" through April 4, 1988 in the Massey Gallery. The exhibition includes over one hundred objects associated with the events, individuals, and ideas that helped to shape the United States Constitution.

Included in the diplay are various artifacts, such as the first public printing of the Constitution; the Stamp Act of 1765 and one of the tax stamps; the Virginia Declaration of Independence (1776); the Virginia Declaration of Rights (1776); the Bill for Establishing Religious Freedom (1786); and an original manuscript copy of the Thirteenth Amendment, which abolished slavery, signed by Abraham Lincoln.

Various items from the Revolutionary War, as well as engravings and paintings by such artists as Joseph Wright, Paul Revere II, and John Trumbull, will also be shown.

The Valentine Museum welcomes students; special group prices of $.50 per student are available. For more information or to book a tour, contact Michele Mitchell at The Valentine Museum, 1015 East Clay Street, Richmond, Virginia 23219; telephone (804) 225-8730.

THREE INVITATIONS FROM THE TEACHER RESOURCE SERVICE

You Could be the Next Fellow in Virginia Government

You could be the next Fellow in Virginia Government and spend the 1988-1989 academic year at the Center for Public Service at the University of Virginia. This opportunity to meet and work with social studies professionals from across the state is designed specifically to enhance the professional growth of a classroom teacher. As director of the Teacher Resource Service, you would work with government officials throughout the Commonwealth, conduct inservice presentations for teachers, participate in state and regional conferences, and edit volume 4 of *The Quarterly*.

The flexibilitiy of the fellowship is intended to allow the fellow to spend time meeting personal and family commitments, as well as having the chance to study at the University of Virginia. A stipend covers expenses, tuition for six academic credits, and (in most cases) current salary including supplements.

Have questions? Unsure of how the fellowship will work in your personal life? For answers to questions you may have, contact Tom Long, Director, 1987-1988, Teacher Resource Service, Center for Public Service, 207 Minor Hall, University of Virginia, Charlottesville, VA 22903; telephone (804) 924-0955. If you prefer, just drop a brief note giving your name, telephone number, and a convenient time to call. Please do not delay. Application must be made by **February 1, 1988.**

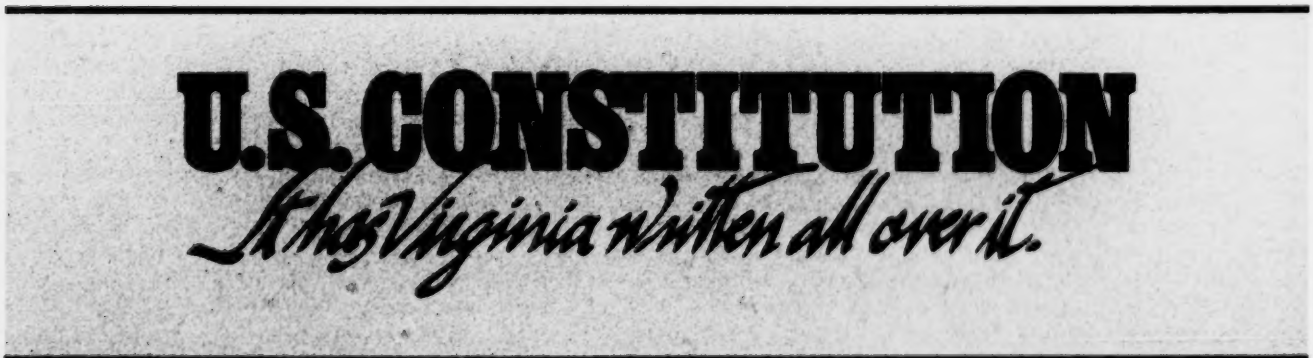
Computers in Government Classrooms

Beginning with the next issue, *The Quarterly* will feature information about using computers in government and other social studies classes. Intended to promote the exchange of information about the use of computers in class, these articles will be successful only if you share your experience with other teachers.

If you have used computers for elections or other applications, if you have developed a data base on some aspect of government, or if you have successfully used a commercial program in instruction, please do not keep it a secret. For information on how you can share your computer instructional strategies, contact Tom Long at TRS. If your article is selected for publication you will receive, from TRS, complimentary materials on Virginia government.

Want to Try Your Hand at Writing?

Each month we like to feature, in The Quarterly, articles about social studies instruction from a school like yours. If you have developed an instructional strategy that has brought government alive for your students, share it with others. Write a brief description of the activity (two to four pages, double-spaced), including charts and black and white photographs if you desire. Be sure to include helpful hints for teachers just starting such an activity, as well as your address, so the TRS or classroom teachers can contact you. Articles for the March issue must be received by February 12, 1988. If your article is selected for publication you will receive, from TRS, complimentary materials on Virginia government.



Teacher Resource Service
Thomas W. Long
Director, 1987-88

Center for Public Service
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Randolph announced his decision on the first day of debate in Virginia's convention, dismaying Antifederalists who had counted on his support. Already their ranks had split; Mason proposed debating the Constitution clause-by-clause in order to amend specific portions, whereas Patrick Henry delivered blistering speeches on the dangers of the whole structure. Henry, an excellent orator famed for his vivid, gripping language, controlled the floor for nearly one-quarter of the convention, warning the other delegates in no uncertain terms of the doom and gloom sure to follow ratification.

Yet Henry irritated some delegates with his refusal to follow the clause-by-clause rule, and he antagonized Randolph severely with repeated hints that Randolph might have been persuaded to support the Constitution with the promise of a federal office, like Hancock in Massachusetts. Randolph bore the barbs until June 10, when, enraged, he finally thundered in the convention, "If our friendship is to fall, let it fall like Lucifer, never to rise again!" That evening only a tactful friend's efforts kept Randolph from challenging Henry to a duel.

Meanwhile, Madison quietly countered each of Henry's roaring accusations with logical, reasonable points given in a soft mumble. The venerable George Wythe and Edmund Pendleton aided Madison in his struggle; and Washington, though he did not

attend the convention, provided steady support with a constant flow of letters from Mount Vernon. After three weeks of turbulent debate, the delegates narrowly defeated Henry's final attempt to shove through amendments and ratified the Constitution 89-79 on June 25. Celebrations in such Federalist strongholds as Alexandria increased when the news of New Hampshire's ratification arrived almost simultaneously. For now, the Union was secure; the remaining important ratification – New York's – would occur a month later. North Carolina and Rhode Island would not capitulate until the addition of a bill of rights in 1790, but their absence was only mildly regretted in the first flush of Constitutional success.

The hard task of ratification brought out the best, and the worst, arguments for and against the Constitution. While the Philadelphia Convention itself is important for the initial conception of the structure of government, it was the consequent acceptance by the public, however grudgingly, that brought it to life and gave it the amendments necessary to maintain that life. The document we celebrate today is a document of the people, and its bicentennial is quite properly a celebration of its acceptance and approval by the people.

Jane Estelle Beard is a research assistant with the Virginia Commission on the Bicentennial of the United States Constitution.

THE QUARTERLY

March 1988 ○ Volume III, Number 3

A newsletter to update *Resources for Teaching Virginia Government*

The State Corporation Commission and the Regulation of Public Utilities

by Tom Long

Government regulation of private business is always an explosive issue in American government. Should there be regulation or will Adam Smith's "invisible hand" operate to protect the interests of all? If there are to be regulations, what type is most appropriate? And once regulations are established, who will enforce them?

Early in our nation's history, government regulation of business was generally kept to a minimum. But during the latter part of the 1800s and the early 1900s both the federal and state governments began regulating various aspects of private enterprise. Today literally thousands of regulations affect almost every kind of business transacted in the United States. While most of these regulations are perceived as protecting citizens from faults in the marketplace, many, in fact, protect businesses from one another and from consumers.

Virginia formally entered the age of government regulation of business when, prompted by the railroads' abuse of their monopoly, the Virginia Constitution of 1902 created the State Corporation Commission (SCC). Gradually, the General Assembly has granted additional powers to the SCC. Today it regulates or oversees, in addition to the railroads:

- trucking and bus companies
- life, health, property, and casualty insurance companies
- electric, gas, water, and sewer utilities
- intrastate local and long distance telephone communications
- state-chartered banks, savings and loans, and other financial institutions
- stock brokers and dealers, and investment advisors
- retail franchising, and trademarks and service marks
- corporate charters and corporate annual statements
- Uniform Commercial Code filing statements
- federal tax liens

The work of the SCC is directed by three commissioners elected to six-year terms by the General Assembly. Over five hundred employees staff the SCC's twenty-one bureaus and divisions, however major decisions are made by the commissioners at formal hearings, frequently following months of study by the staff.

Controversy and newspaper headlines often grab the attention of the public as the SCC ponders a rate-change request by a utility. Because of the confusion surrounding the political process in which these important economic decisions are made, the Teacher Resource Service invited the SCC, a utility, and a consumer spokesman to comment on the objectives each seeks in that process. This issue of *The Quarterly* takes an indepth look at the ratemaking process in articles provided by Ken Schrad, Assistant Director for Public Information, of the SCC, by the Appalachian Power Company, and by Anthony Gambardella, former Senior Assistant Attorney General of Virginia representing consumer interests before the SCC. Companion articles graphically describe the ratemaking process and, in "Virginia Facts and Figures," the major utilities serving Virginia.

Additional information on the ratemaking process is available from the State Corporation Commission, Jefferson Building, P. O. Box 1197, Richmond, VA 23209; a public utility company serving the community in which your school is located; or the Office of the Attorney General, Supreme Court Building, 101 North Eighth Street, Richmond, VA 23219.

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Ratemaking:

The State Corporation Commission Perspective

by Ken Schrad

Utility rate setting can be compared to sausage making—the end product is all that really is important. The people eating the sausage or paying their monthly utility bill probably prefer not to know all the details of either process. However, enjoying the taste of the sausage is probably more pleasurable than writing out a check to the investor-owned company providing electric, telephone, and water and sewer service.

Utility services have a significant financial impact on our lives. About one dollar out of ten dollars of a family's disposable income is spent for utility services. For a family with an annual income of $30,000 that means $3,000 per year. Despite that sizable chunk of cash, few consumers have any understanding of utility regulation.

The State Corporation Commission, better known as the SCC, realizes the significant impact of its policies on the economic development of the Commonwealth and on the consuming public in their business and personal lives. The commission, often referred to as "the most powerful agency in state government," also happens to be one of the least understood.

Regulation of public utilities is the most visible function of the SCC. Utility rates, whether they go up or down, draw significant news media attention. The bottom line is always, "How does the rate change affect the average residential customer?" Yet, the commission's consideration of a utility company's rate request goes much deeper.

In regulating utilities, the commission is charged with the responsibility of making sure that the service provided is adequate and the rates charged for that service are both reasonable and designed to ensure the financial stability of the utility. Such stability includes a fair rate of return to the utility's stockholders. It is important to note that the fair rate of return does not guarantee a utility a profit. Instead, it gives a utility an opportunity to make a profit.

The commission's charge is difficult. If a fair price for the customer is to be established, a careful examination of the utility's costs must be made. If a reasonable profit for the company is to be permitted, the commission must first examine how much money the utility has invested in the facilities used to provide service and then determine what an adequate rate of return on this money is. Every dollar requested in a rate-change application is careful documented as to need. It's a complex process that leaves ample room for reasonable people to disagree.

The SCC's ratemaking process has developed over time. The intent is to employ efficient and effective procedures. The commission believes that utility regulation is most successful when all pertinent information is gathered and when all interested parties have an opportunity to participate. The commission is always striving to improve this process.

The "regulars" at a commission rate case hearing include SCC staff counsel, engineers, accountants, and economists; the regulated company; large industries that are heavy energy users; consumer groups representing various interests; and the Office of Attorney General's Division of Consumer Counsel, which represents all Virginia consumers.

Most importantly John Q. and Jane Q. Virginian, the affected consumers, may make statements about a rate case without becoming formal parties to the proceeding. All he or she is required to do is write a letter to the commission or appear in person the day of the public hearing.

The commission holds the utility company responsible for providing adequate prior notice to its customers. This notice includes bill inserts and legal newspaper advertisements. Often the public hearing is scheduled during business hours at the commission's headquarters in downtown Richmond; however, when warranted, the commission will schedule a hearing at a time and location more convenient for affected customers.

Commission hearings follow specific practices and procedures much like a court proceeding. The formality is necessary because the commission functions as a court. All parties to the case must be represented by an attorney, and any commission decision can be appealed directly to the Virginia Supreme Court.

Because of the required formality, commission hearings tend to intimidate many Virginians. In most cases, very few people take advantage of the opportunity to offer their ideas, concerns, or opinions.

The commission does not want the courtroom atmosphere to be a barrier to participation. At the start of each hearing, public witnesses have the first opportunity to speak. The commissioners encourage people

who wish to make a statement to be very informal and conversational. A written copy of the statement would be helpful but is not necessary.

Obviously, a rate case is complete once the commission decides whether to approve a rate change, the amount of the change, and which customer groups will be affected. The decision determines just how much each customer's utility bill will be each month.

Virginian's image of the Commission was tarnished during the 1970s when energy prices skyrocketed and inflation ran rampant—conditions that led to frequent utility rate increases.

In 1987 and 1988, an improved economy, federal tax cuts, and SCC decisions have resulted in rate decreases for electric and telephone customers in Virginia. The commission's image has been restored even though the job it's doing is no different than it was a decade ago.

Virginians never may completely understand the complex, painstakingly thorough process of utility ratemaking. However, the SCC always is ready to increase public understanding and awareness.

The commission's challenge is to be fair and reasonable to all parties involved. The challenge to Virginians is to understand the process. By doing so, they can fully appreciate the commission's responsibility to the Commonwealth.

Mr. Schrad is Assistant Director for Public Information, Division of Information Resources, State Corporation Commission.

Ratemaking:

The Electric Utility's Perspective

by Appalachian Power Company

Unlike many other types of business, an electric utility operates as a regulated monopoly. In some states, like Virginia, state law permits the electric utility to provide an essential service in a defined geographic area, protected from direct competition in the form of another electric utility. However, in lieu of such direct competition, the utility is regulated by laws that grant powers to a variety of agencies and commissions. Commissions are charged with the responsibility of maintaining a balance of the interests of the customers served and those of the utility providing the electric service.

In meeting this responsibility, the commission governs the utility's rates and operating practices in a manner that will allow the utility an opportunity to receive revenues sufficient to cover its operating costs and to provide a fair rate of return for its investors. The utility stands ready to provide adequate and reliable service to all of its customers. This is often referred to as the *regulatory compact.*

The electric utility's business environment is, therefore, a combination of private ownership and public control through regulation. The process is designed to protect the public from any potential abuse of the "monopolistic" nature of the utility's business environment, while at the same time allowing the utility to maintain its financial integrity and, thus, not be forced to compromise services to its customers. From the utility's perspective, regulation must preserve this compact.

Setting Rates

The Virginia State Corporation Commission (SCC), as a court of record, hears and evaluates diverse opinions about utility matters and exercises its responsibility to balance the interests of the utility's customers and its investors. A major role of the SCC is to require that a utility's rates for service be *just and reasonable.* From the utility's point of view, just and reasonable rates are based on the cost of providing service, are nondiscriminatory, and provide the utility the opportunity to earn a fair rate of return on its capital so that the utility may attract the additional investment needed to ensure an adequate and reliable supply of electricity now and in the future.

Although the commission may initiate, or a third party may request, a review of rates, the utility generally originates a request for a determination of just and reasonable rates. Following such a request, the public is notified to provide the opportunity for interested parties to be heard or to participate in the rate case proceeding.

While such a proceeding technically involves litigating an issue before a court, it also becomes a legislative deliberation of the basis for a change in the rates. The utility will have prepared a formal argument for change called a *rate case filing* which consists of a comprehensive argument containing testimony and exhibits to support the amount of

continued on page 4

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revenue required and how the revenue, in the form of price for service, should be applied to the company's customers. All parties are permitted to investigate and challenge any component of the material supporting revised rates.

Determining Revenue Requirements

Basic economics says that adequate return and earning are necessary for the successful continuation of any business. Although regulated, utilities are not immune for this axiom.

The utility determines its revenue *requirement* by measuring how much revenue is needed to cover its operating costs and to provide a fair rate of return to attract capital. Specifically, the revenue requirement is determined by selecting a period of time called a *test year*. During the test year the utility's costs, operations, and revenues will be examined. The general question to be answered is, "Do the current rates produce revenues that cover the costs of serving the customer as measured during the selected test year?" If there is an imbalance between revenue and costs, rates should be either increased or decreased accordingly.

Usually the test year is a historical period. However, basing rates only on historical cost conditions would not permit them to reflect current economic circumstances nor to reflect economic conditions that will occur during the future when the new rates would actually be placed into effect. Because ratemaking is forward looking, it is appropriate to adjust the test year data to reflect current costs and anticipated future costs.

Cost of Service

Justification for rates will be based in large measure on the cost of service studies. *Cost of service* is, for the most part, a summation of the utility's expenses incurred in producing and delivering electrical service. Many costs are easily and directly measured—fuel, maintenance, labor, and materials. Other costs, such as those incurred because the utility has borrowed capital to invest in plants and other facilities that produce and distribute the service, are not as easily understood. For example, the portion of *capital cost* associated with a return to stockholders must be judgmentally determined by expert opinions as to what constitutes a fair and reasonable return to stockholders, given the condition of current and future financial markets.

The utility's costs for use of capital, including its obligation to stockholders, are paid from the utility's earnings. While reasonableness of the amount of earnings is the subject of extensive and often spirited debate, it is determined by applying a rate of return, usually expressed in a percentage, to that portion of the utility's capital investment devoted to meeting the public's needs. The test for reasonableness is that the utility's rate of return should be sufficient to permit the utility to attract capital investment to the company.

The capital that is invested in the utility is used to build facilities and to provide funds to operate the business. The facilities and operating funds are usually referred to as the *rate base*. The rate base is comprised of the original cost of the company's plants and other facilities devoted to the public service, plus working capital, less accumulated depreciation.

Determining the appropriate items to be included in the rate base is another judgmental issue in a rate case. Since an electric utility is legally bound to expand its facilities to meet its customers' demand, rate base should include all of the capital and investments in the facilities that are currently in use or will be in use in the near future. Rate base should also include construction expenditures for facilities not yet completed. This is commonly referred to as *Construction Work In Progress*, or CWIP.

Determining the Price

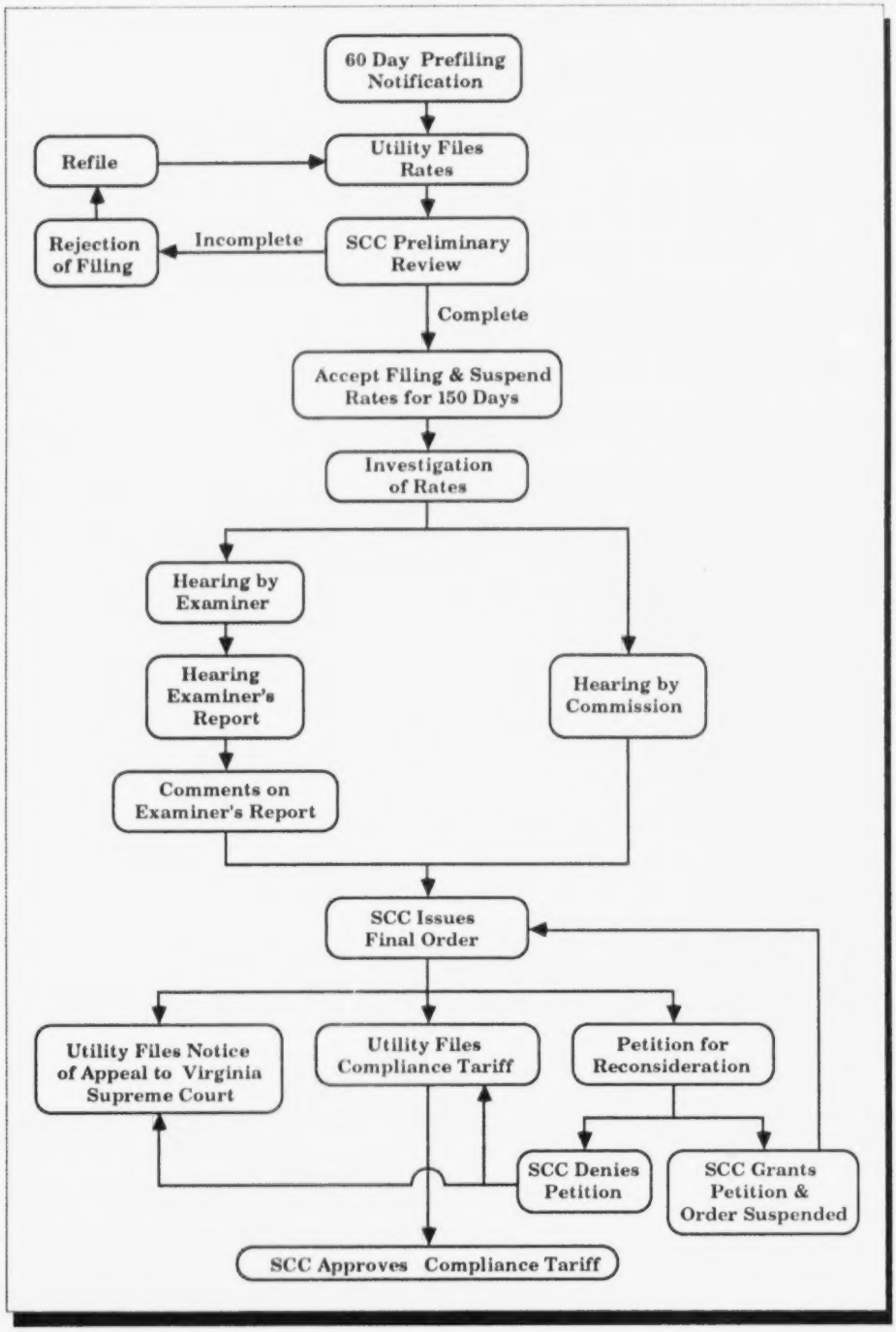
Once *all* costs, including a return on capital, have been determined, the cost of service study identifies the revenues the utility must receive under future rates. The utility then translates its revenue needs into a price, or rate, for service.

Just as the cost of service is the principle factor in determining revenue, cost of service is also the principle factor in determining the rate for customers that have been grouped together in various customer classes based upon the similarity of their service requirements. All residential customers, for example, constitute a customer class and are billed under one rate schedule. Commercial and industrial classes of customers, each having different service requirement, are billed under other rate schedules.

The utility seeks to base its rates on the costs for each customer class, in order to reduce the chance that one class of customer would pay more than its share of the cost of service. Further, the utility seeks rates that are equitable, encourage conservation and will optimize the use of the utility's facilities and resources.

Unlike many other businesses, an electric utility's rates are established in a public setting. Once the Commission has heard from all parties, it then decides on the rates that will be permitted to go into effect. In deciding, the commission does not guarantee a profit to the company. In essence, it asserts "This is the percentage of return we think the company ought to be able to achieve given the rates we will permit the company to place in effect." It is then the company's responsibility to operate efficiently within these financial constraints to earn the allowed return.

State Corporation Commission General Ratemaking Process



Utility must notify the SCC of pending application

SCC staff review to assure completeness

Rates may not change for 150 days

Cases may be handled by the three commissioners

or

assigned to a hearing examiner

Petition for reconsideration must be filed within 21 days of the final order

Final order is suspended while case is re-reviewed

"Compliance tariff" is the technical term for rates

Parties may appeal to the Virginia Supreme Court

Chart courtesy of the State Corporation Commission

Ratemaking:

A Consumer Advocate's Perspective

by Anthony Gambardella

The average person, confronted by the complexity of the issues in the typical utility rate case, probably reacts with some frustration. Mark Twain was once similarly assailed by the mathematical inquiry of one Arithmeticus, who wrote Mr. Twain:

If it would take a cannon ball 3-1/3 seconds to travel four miles, and 3-3/8 seconds to travel the next four, and 3-5/8 to travel the next four, and if its rate of progress continued to diminish in the same ratio, how long would it take it to go fifteen hundred millions of miles?

Mr. Twain's simple answer was: "I don't know." There is something reassuring about the ability to remain unintimidated by mathematics. We would do well to remain equally in control of the complexity of ratemaking.

The purpose of this article is not to describe the process in any detail, but we should review the major elements of its methodology. At the risk of oversimplification, it can be said that the goal is to estimate an amount that would be a reasonable return to investors in the public utility corporation, assuming that the level of expenses of the corporation is reasonable and that its service is adequate. A second conclusion is then necessary on the apportionment of responsibility for the company's revenues among various groups of customers.

The analysis begins with an examination of historical data representing past expenditures for facilities and for the general operation of the corporation. The historical figures are then adjusted to reflect changes that are expected to occur in the future. An estimate of a reasonable percentage return on the investment of the public utility corporation is also prepared.

Setting Company Revenues

All of the elements of ratemaking involve detailed mathematical calculations that at first glance appear very precise. This often leads someone not familiar with the procedure to conclude that the calculations can be used to produce prices (rates) that are exact. A perfectly reasonable question, then, is "Why the controversy?"

The answer is that the first glance is misleading. Although detailed calculations are used in the methodology, they are guides to the exercise of informed judgment rather than precise formulas for a mathematically correct answer. The reason is that historical data must be adjusted to reflect the anticipated effects of events in the future. The reasonable percentage return to the utility company must also reflect the investor's expectations about future risk and uncertainty faced by the utility. Controversy arises over the elements of ratemaking because the future is uncertain.

In this light, it is not surprising that the utility might take a very conservative view about estimating expenses, arguing that they will be higher in the future. A consumer advocate, on the other hand, may argue that those same expenses will not be as high as the company estimates because the company is being too cautious about the effects of projected events. Each of these parties is an advocate, putting the best light on its case. Because of the uncertainty of the estimates involved, the State Corporation Commission, the final arbiter, ordinarily makes its own determinations of the estimate that should be used to set prices. That estimate will rarely agree completely with the position of any party.

The consumer advocate's goal is, almost universally, to limit utility revenues so that adequate service is provided at the lowest reasonable return to investors. In Virginia, recent controversy about the appropriate amount of utility revenues has centered around reductions in corporate tax expense that might reasonably be expected under new federal tax laws and lower costs of obtaining capital investment in the utility due to generally improving economic conditions over the past several years. The State Corporation Commission has reduced rates in response to these changes, although perhaps not to the degree urged by consumer advocates.

From a consumer's perspective, then, the ratemaking process should be viewed as a process to resolve differing estimates of an uncertain future. Advocates seek to persuade that their vision of the future is exact and correct. As a practical matter, the commission will seldom be persuaded that all of the points of a particular party should be adopted. Almost invariably it will estimate the future differently from any of the parties, precisely because it seeks to render an independent judgment reflecting all of the various interests before it.

Differentiating Customer Interests

A second task of ratemaking is to decide the proportion of the total

utility revenues each customer group, or class, should bear. If one customer group successfully argues that its share should be smaller, the rates of another group could go up. The interests of consumer groups are different from one another, just as the interests of customers in general are different from the utility's interest.

The basic idea in apportioning the collection of utility revenue among customer groups is to try to assign portions of the utility's costs to each group. Non-cost factors, such as avoidance of large and sudden changes in rates and the value of the service to particular customer classes, may also be taken into account. This is again a judgmental process, especially when costs are attributable to the utility operation as a whole but not directly to any particular customer group. For example, the salary of the president of a utility company is difficult to divide into a portion properly resulting from the existence of residential customers alone.

Because customers' interests are not always the same, a consumer advocate may be faced with a decision to urge protection of one customer group against the interests of another. This can be particularly difficult if the legal authority of a governmental consumer advocate is unclear or implies that all customers should be represented at all times. Although estimating the total revenues required by utilities will remain the major issue in rate cases, the apportionment of revenue responsibility among groups of customers will likely become a more important issue in the future. Difficult policy decisions, and perhaps additional legislative authority for some consumer advocates, may be necessary to meet these issues effectively.

Conclusions

This brief explanation is intended only to suggest two points. First, utility ratemaking is not a simple mathematical exercise leading to precise results. It is a judgmental process in which economics, accounting, and other disciplines are guides, but which should ultimately be governed by fairness. Second, the two basic conclusions of a rate case—calculating revenues and dividing responsibility for them among customer groups—will both be major issues in the future.

Mr. Gambardella was formerly a senior assistant attorney general of Virginia representing consumer interests before the State Corporation Commission. He is currently general counsel of that commission. The views expressed in this article are not necessarily those of the attorney general or the commission.

Instructional Resources and Useful Information

Voices of Vision, a videotape documenting how Virginians have worked to improved their environment is available for purchase or fifteen day free loan. Produced by the Virginia Environmental Endowment, the videotape is being distributed by the Virginia Water Resources Research Center and includes a discussion guide appropriate for classroom use. Purchase price is $35.00, prepaid with checks payable to the "Virginia Environmental Endowment." If you wish to borrow the videotape indicate alternate viewing dates. Available in VHS only; specify 1/2 inch or 3/4 inch tape. Contact Virginia Water Resources Research Center, Publication Services, Virginia Polytechnic Institute and State University, 617 North Main Street, Blacksburg, VA 24060-3397.

Virginia Cavalcade, is a quarterly illustrated magazine celebrating the colorful history and culture of Virginia. Available from the Virginia State Library, a one year (four issues) subscription is $4.00; a two year subscription is $7.00. Also available from the Virginia State Library are ***Virginia Women, 1600-1945: "A Share of Honor"*** ($5.95), ***A Hornbook of Virginia History*** ($7.50), and ***The Bill of Rights: A Lively Heritage*** (hardback, $25.00). For information on these and other publications, contact the Virginia State Library, 12th and Capitol Streets, Richmond, VA 23219; telephone (804) 786-8929.

Virginia Votes 1983—1986, by Larry Sabato, is the fifth in a series of publications analyzing Virginia's elections. Included are official election results, by city and county, for the major statewide elections during these years. Available for $12.00 (includes tax, postage, and handling) from the Center for Public Service, 207 Minor Hall, University of Virginia, Charlottesville, VA 22903; telephone (804) 924-3396.

And, the winner is . . .

Congratulations to **Nancy Phaup** of Prince Edward County High School for answering the Virginia trivia questions in the January issue of *The Quarterly*. Nancy wins the wall map "Virginia in the World." TRS has additional maps and will accept responses until May 15, 1988.

Virginia Facts and Figures

Public utilities are often taken for granted. We flip the switch and expect the light to function. The decision to purchase electric power, telephone service, or water is not a conscious consumer decision such as buying a car, clothing, or food. In fact, the consumer is usually limited to only one seller so the decision of which product to purchase rarely enters the decision making process at all.

One of the important roles of the State Corporation Commission is is assure that Virginians are served by reliable utilities with reasonable prices. *Virginia Fact and Figures,* a publication of the Virginia Department of Economic Development, examines the nature of utilities across the Commonwealth and their importance to the State's economic vitality. The following information is from that publication.

Electric Power
Virginians are served by a number of suppliers of electric power. Virginia Power serves most of eastern and central Virginia and Appalachian Power Company serves most of southwestern and portions of central Virginia. In addition, Potomac Edison Company and Delmarva Power and Light Company serve smaller areas of the state. Fourteen electric cooperatives and seventeen municipalities operate distribution systems; most purchase their power from one the previously mentioned companies.

Communications
Customers in Virginia have access to an advanced, highly reliable communications network which permits individuals and businesses to communicate within the State, across the nation, and around the world. Twenty local exchange carriers and several long distance carriers provide telephone services. The three largest local exchange carriers, Chesapeake and Potomac Telephone Company of Virginia, Continental Telephone of Virginia, and Central Telephone Company of Virginia service 80% of the state. Virginia ranks among the top three states in percentage of customers served by computer controlled switching centers and fiber optic transmission facilities.

Natural Gas
Natural gas is available in most areas of the state. Three major interstate gas transmission companies sell gas to local distributors who in turn sell to residential and business customers. Liquefied natural gas plants are located in Chesapeake, Roanoke, and Lynchburg.

Water and Sewerage
Most municipalities and highly urbanized counties operate their own waterworks systems. In addition, many subdivisions are served by privately owned and operated systems. Approximately 85% of Virginians are served by the nearly 1,800 public water companies operating in the State. Sixty-five percent of the population is supplied with artificially fluoridated water. All cities, many towns, and some counties operate sewage collection systems. The State Department of Health and the State Water Control Board enforce laws affecting drinking water and sewage disposal.

Additional information about Virginia's economic geography is available in *Virginia Facts and Figures,* Department of Economic Development, 1000 Washington Building, Richmond, VA 23219; telephone (804) 786-3791. *Resources for Teaching Virginia Government* and the *Virginia Statistical Abstract,* available from the Center for Public Service also contain a wealth of information useful in the classroom. Contact TRS for either publication.

Summer Opportunities for Teachers

Applications are being accepted for the **Taft Institute for Teachers** which will be held July 25 through August 5, 1988 at the University of Virginia. This seminar which features class sessions conducted by government officials, party leaders, political scientists, journalists, and educators examines practical politics in the American two-party system. Tuition, housing, lunches, books, and materials are provided under a grant from the Robert A. Taft Institute of Government. Participants may receive three semester hours of graduate credit and must pay a $90.00, tax deductible fee. Applications must be received by May 2, 1988. Secondary social studies teachers are encouraged to apply for this extraordinary opportunity. For additional

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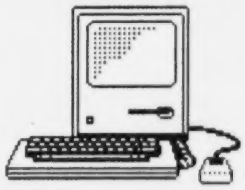
ComputeReview



While studying about the state and local elections in November of 1987, students at Cave Spring High School in Roanoke County designed a computer based poll and conducted elections at the school. Aside from learning more about programming and uses of computers in real life situations, the advanced government class discovered a shocking lack of awareness about state and local candidates and public officials.

Following the basic instruction in state and local government, the students were divided into small teams, each charged with tracking a specific campaign or issue. Records were kept of all activities and weekly updates kept the class informed on the candidates and their positions on various issues.

Two weeks prior to the election government students designed a poll to measure public awareness of state and local government as compared to public awareness of national government. The advanced computer class wrote a program that allowed all students to use computers to vote for each of the races as well as the lottery referendum. One computer was used for each class (sophomores, juniors, and seniors) which allowed for quick and easy voting and nearly instant tabulation of the results. An added benefit was that voters (students) with little or no exposure to computers received an introduction to the machines.

Following the election, the poll results were compared with the school election and the actual election results. Most shocking to the students is the general lack of public awareness about state and local government. Although one hundred percent of the poll respondents knew the President of the United States and over ninety percent knew the Vice President, Secretary of State and their national legislators, the results for state and local officials were disappointing. Ninety percent knew the Governor of Virginia but only forty-two percent could identify the Attorney General and less than thirty percent knew the Lt. Governor! In discussing the results of the poll and the outcome of the election one student commented, "It is hard to vote for something which you know little about or care little about."

Enthusiasm was high among the participants in the largely student run program. Not only did they gain considerable knowledge about the candidates and the election process, polling techniques, and use of the computer; they enjoyed learning and left a program in place for future election analysis.

For more information about the program at Cave Spring High School contact Joe LaRocco, advanced government teacher, Cave Spring High School, 3712 Chaparral Drive, SW, Roanoke, VA 24018; telephone (703) 772-7550. Joe will be receiving, compliments of TRS, a copy of *Virginia Votes 1983—1986*. If you have used computers to enhance instruction, please share with other teachers. TRS welcomes articles on innovative activities in Virginia's government classrooms.

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information and an application contact Jerry Moore, Director, Taft Institute for Teachers, Room 221A, Ruffner Hall, University of Virginia, Charlottesville, VA 22903; telephone (804) 924-0837.

The 1988 Summer Economics Institute for Teachers will be held June 23 through July 8, 1988 at the University of Virginia. This seminar, which is designed to help teachers incorporate economic concepts into a variety of classes, will be limited to forty Virginia teachers (K-12), administrators, and supervisors. Three semester hours of graduate credit will be awarded. A scholarship will cover tuition, books and materials, housing, and all meals; registration fee is $50.00 for participants desiring housing, $25.00 for commuting participants. For additional information contact Jerry Moore, Director, Center for Economic Education, Room 221A, Ruffner Hall, University of Virginia, Charlottesville, VA 22903; telephone (804) 924-0837.

Russia: Physical and Fictional is a seminar to be conducted at the University of Richmond and in the Soviet Union. Fifteen Virginia teachers and administrators will have the opportunity to study the history, literature, and the social and economic problems of Russia. The seminar will begin on June 21, 1988 with two days of seminars and lectures at the University of Richmond and will continue for two weeks with travel and seminars in Moscow; Leningrad; and Erevan, the capitol of Armenia. Funding provided by the Center for Russian and East European Studies at the University of Virginia, the University of Richmond, and two private foundations has reduced the cost for educators. The total cost of $2,245.00 covers tuition for three graduate or undergraduate credits, the seminar at the University of Richmond, and travel to and in the Soviet Union. For further information and an application contact Dr. Uliana F. Gabara, Director, Office of International Education, University of Richmond, Richmond, VA 23173; telephone (804) 289-8836.

The New Look of *The Quarterly*

With this issue, *The Quarterly* takes on a new look as well as a new approach. For the first time, this newsletter is being entirely written, formatted, and designed by computer. An Apple® Macintosh SE™ computer, Microsoft® Word version 3.01, MacDraw® version 1.5.5, and Aldus PageMaker® version 2.0a were used to improve the quality and enhance design options. The text is set in ten point New Century Schoolbook to improve readability. Additional changes to *The Quarterly* will mean future improvements.

The shift to computer technology should help Teacher Resource Service to better meet the needs of government and civics teachers across the Commonwealth of Virginia. The wonders of improved technology can improve the medium of communication, however, the ideas, suggestions, and inspirations of classroom teachers constitute the substance of this newsletter, the seminars, and the other activities of TRS. If convenient, articles for publication in *The Quarterly* may be, in addition to the paper copy, submitted on 3.5 inch disk formatted for Macintosh or as an ASCII text file.

If you like the extensive study of the ratemaking process in this issue, please let us know. Suggestions of themes for future issues will be appreciated. If you do not find it useful we would like to know that also. Only by your comments can future issues of *The Quarterly* continue to improve.

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Thomas W. Long
Director, 1987-88

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THE QUARTERLY

May 1988 • Volume III, Number 4

A newsletter to update *Resources for Teaching Virginia Government*

Local Government: The Changing Roles of Towns

by Bob Holton

Today the term 'local government' means much more than simply collecting taxes, picking up the trash, or patching a few pot holes in Main Street. Historically, small cities and towns provided only basic services such as supplying a potable water supply and maintaining roads. Sometimes a town constable would be employed to enforce local laws, but no serious effort was made to provide police protection. People came to think of the town much like that depicted on *Andy of Mayberry* where serious problems were few and people in the community lived in general harmony. Issues like regional planning, water and air pollution, and public recreation were of little or no concern to citizens living in the towns of a primarily rural nation.

Town councils rarely attempted to plan for the future, and most did not anticipate either the growth of the population or the changing demands of its citizenry. Many of the day-to-day activities of town government were done by the mayor or members of the council on a part-time, unpaid basis. Some towns hired clerks to take care of the paperwork, and a few of the larger towns actually hired a full- or part-time manager who frequently wore many hats—water plant operator, zoning administrator, construction supervisor—to oversee the growing range of activities in which the town was involved.

Today the situation for most towns in Virginia has dramatically changed. Town councils discuss a wide range of issues—economic development, parks, social programs for the aging or for young children—in addition to street lighting, trash pickup, and building setback requirements. Although the council sets the broad policy, time constraints have forced most day-to-day matters like personnel, maintenance, and record keeping to the jurisdiction of a full-time town manager and, in the case of larger towns, a paid professional staff.

To understand the changes in the roles of towns over the past three decades, it may be helpful to look at a variety of challenges that have faced towns in the Commonwealth of Virginia. Some of the challenges are new, forced upon the towns by the changing American economy and society. Others are as old as the first communities of the colonial years.

Water Pollution: The Gray River

Industrial and residential growth in the years after World War II had a dramatic effect on water quality. Wastes from factories, businesses, and homes were often dumped untreated into the nearest river or stream. The basic thought seemed to be that surface waters, and ultimately the ocean, could dispose of the unwanted by-products of our civilization. This pollution slowly killed lakes and rivers throughout the nation. Some areas of the industrial Northeast had problems so extreme that fish could no longer survive.

In Virginia the problems were not nearly so severe, but they did exist. As recently as the 1960s untreated, raw sewage was routinely dumped into most the the rivers and streams of the Commonwealth. Even though Virginia started water pollution control programs after WWII, it was not until the passage of the Clean Water Act by the United States Congress in 1972 that a serious effort was made to clean up the streams and rivers in this state.

In the 1950s my own town of Bridgewater discharged raw sewage into the North River. This sewage included wastes from homes, businesses, and factories. North River turned gray at the discharge point

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and stayed that way for hundreds of feet. Even after a small primary treatment plant was built in 1959, the discoloration was still present and the stream bed was lined with undigested wastes that did not settle out in the treatment process. In spite of this, many people in this rural area felt that pollution was not a major problem. Even if it was becoming a problem, the cost was so great that it was considered economically unfeasible to clean up the river. Constructing a modern treatment plant for a town of 2,828 residents would have cost millions of dollars. The burden would have been unbearable for a population used to water and sewer bills of a few dollars a month.

Neighboring localities were experiencing the same problem. The City of Harrisonburg, Town of Dayton, and Rockingham County all needed a modern sewage treatment facility. But only Harrisonburg was large enough to finance the capital expenditures needed for a new plant. A joint venture was the obvious solution, but in the early 1970s a provincial attitude prevailed that tended to preclude cooperation among governmental bodies for the common good.

But eventually economics and reality forced each of the jurisdictions to acknowledge that a combined effort was the only practical way of attacking the pollution problem. Thus, the Harrisonburg-Rockingham Regional Sewer Authority was formed, combining the City of Harrisonburg; the towns of Bridgewater, Dayton, and Mt. Crawford; and Rockingham County into one organization that could construct and operate a modern, efficient sewage treatment facility. A grant was obtained from the Environmental Protection Agency and the plant opened in 1976. Today North River is clean. True, sewer bills are no longer a few dollars a month; but they are cheaper than if each community had tried to solve the problem on its own.

The success of this one venture has led to increased cooperation among local governments when facing shared community problems. The same trend has been evident across the state because of one simple fact—environmental and other problems do not necessarily fit the outlines of the political jurisdictions that make up Virginia.

Safe Drinking Water

Most of us expect pure, clean water when we turn on the tap. But the majority of the world's population drinks water that is contaminated by bacteria or has unsafe concentrations of lead, chlorinated hydrocarbons, and other hazardous materials. Even in the United States as recently as the 1970s it was estimated that 10 percent of all flu-like illnesses came not from the transfer of a virus but instead was directly caused by bacteria from inadequate water treatment. Water was usually drawn from underground wells and sent untreated into the public water system. Prior to industrial development this was probably acceptable; but with rapid growth came contamination of ground water and the need for water treatment.

Even though some cases still exist where water is only marginally safe, residents of Virginia can generally feel confident that their tap water is free of bacteria and within acceptable limits for heavy metals and other possible contaminants.

Towns usually supply water from either underground sources—wells and springs—or from surface water—rivers and streams. Underground water will usually have chlorine added to kill pathogenic bacteria and fluoride to prevent tooth decay. In cases where the underground source has become contaminated, additional treatment will be necessary or the source may have to be abandoned. Surface water must be filtered to remove suspended matter. It also receives chlorine and fluoride and, in many cases, activated carbon to help remove other contaminants as well as improving the taste.

All towns, especially those experiencing rapid residential and industrial growth, have been faced with improving the quality of the water supply and expanding the sources. To do so a town must frequently reach out into neighboring jurisdictions to acquire both the water source and the easements necessary to transport it to the point of use. As a result, cooperation among governing bodies has been crucial.

Planning for the Future

As towns grow it is desirable to regulate the type and density of growth. Zoning laws are used to establish a maximum number of housing units per acre, spacing between buildings, and even the uses a particular building can have. Do you want factories next to single-family houses? Should the library be in the industrial section? These and other questions can be answered through zoning.

In the not-to-distant past, zoning did not regulate construction. Belief in property rights was so strong that town councils and other governing bodies refused to infringe on the land owner's rights to use his land any way he wanted. As a result, uncontrolled building spread both within and around towns. The resulting congestion and decay created the need for zoning laws, building codes, subdivision regulations, and master plans for growth.

Most towns now have zoning regulations, building inspectors, and subdivision regulations designed to promote orderly and safe growth. Many towns have designed a master plan to guide their future growth. This plan will address the issue of growth and try to ensure that development will not outgrow the government's ability to handle it. Care is taken to see that industrial, commercial, residential, and environmental needs are balanced.

In addition to formal planning, a change in attitudes has also occurred. Elected and appointed officials now tend to base their decisions on long-term results rather than immediate need or political demands. And residents of towns are increasingly viewing their town as far more than the operator of the trash service.

Managing a Town in the 1980s

Today towns provide many services to their residents. Although there are differences among towns, most generally make provision for water treatment, sewage treatment, trash collection, police protection, zoning regulation, building inspection, street construction and maintenance, and recreation.

...there will be exciting employment opportunities for many of today's high school students in the part of government closest to the people.

The job of managing these services is complex and often means balancing public demands with the available resources. The town manager or administrator is responsible for this delicate balancing act. Each of these services requires expenditures of money and time on the part of a town.

Police Protection

One of the most visible services provided by towns and cities is police protection. It is not uncommon to have well-trained, qualified officers serving cities. But towns, with more limited financial resources, have some difficulty providing sufficient pay and training for their police departments. Nevertheless, towns have made major strides in recent years upgrading the education, skills, and physical condition of their department members.

Street Construction

All towns are responsible for building and maintaining streets and roads within their jurisdiction. Planning for drainage, installing street and traffic signs, painting lines and curbs, and patching potholes are all aspects of this function of towns. With new roads costing as much as $1 million per mile, it becomes increasingly important to maintain and improve the existing ones.

Trash Collection

In the 'good old days' trash was frequently dumped in the street, resulting in health and sanitation problems. One of the first solutions to the trash problem was to let hogs run wild through the streets. They ate the trash, reproduced themselves, and in turn could be eaten if the herd became too large. This solution worked well until the development of the car, when the hogs created a traffic problem. Eventually the hogs had to be kept in pens and the trash delivered to them. As you can imagine, cries of government interference were heard the moment these 'hog pen' laws were passed. Today, most towns provide trash and garbage collection; and these wastes are dumped in sanitary landfills, used to generate steam, recycled, or burned in an incinerator.

This sampling of issues facing towns covers many of the more traditional problems that towns have been asked to solve by their residents. In the process of meeting these needs towns have been forced to raise taxes, hire more employees, and work cooperatively with neighboring jurisdictions. As the 1980s come to an end, an entirely new set of demands are being placed on towns. For example, some towns will be faced with an aging population expecting and needing special services. Other towns will be considering day care and recreational facilities for a very young population.

While the problems associated with rapid population growth and the urban sprawl surrounding many towns is evident, there are also problems of stagnation. Some towns, because a major industry has closed or a new interstate highway now bypasses its once-thriving main street, have lost their tax base. Some would argue they have lost reason to continue as an incorporated town. Can this town afford the services that the residents have grown accustomed to?

The challenges facing towns are much like those facing cities. But towns, which are legally and politically part of the county in which they are situated, have more limited taxing powers, and today many cannot afford the expertise found in most city governments. But as towns have to rise to these challenges, there will be exciting employment opportunities for many of today's high school students in the part of government closest to the people.

Mr. Holton has served as town manager of Bridgewater for fourteen years. The Town of Bridgewater, with an estimated 1988 population of over 3500, is one of Virginia's 187 incorporated towns.

Joe LaRocco Selected Fourth Fellow in Virginia Government

Joe LaRocco, a social studies teacher on leave of absence from the Roanoke County Public Schools, will direct the activities of the Teacher Resource Service for the 1988-89 school year. Since 1980 Joe has taught history and government at Cave Spring High School, where he also coaches the girls' and boys' cross country teams. Prior to coming to Roanoke County, Joe was associate district Boy Scout executive and taught at Bassett High School in Henry County. A 1976 graduate of Roanoke College, Joe lives in Salem with his wife (also a teacher) and two daughters. Much of his spare time is dedicated to his duties as a scoutmaster with the Boy Scouts of America and to his love of fishing. Joe will begin his duties at the Center for Public Service in July.

Joe LaRocco (left) and and Azmi Uthman of Winchester discuss Virginia courts at a Virginia Law and Government Project seminar in April

Resources, Resources, Resources . . .

Virginia Tax Facts is a publication of the Virginia Department of Taxation designed to help individuals and businesses understand Virginia tax laws. It will be useful in the classroom in helping students to understand the variety of taxes and regulations administered by the state. It is available from the Virginia Department of Taxation, P.O. Box 6-L, Richmond, VA 23282; telephone (804) 367-8036.

Virginia Courts in Brief and a number of information pamphlets are available from the Supreme Court of Virginia. The pamphlets, several of which have been recently revised, cover every aspect of the Virginia court system from magistrates to the Supreme Court of Virginia. Classroom sets may be available. Contact the Office of the Executive Secretary, Supreme Court of Virginia, 100 North Ninth Street, 3rd Floor, Richmond, VA 23219; telephone (804) 786-6455.

Check-List of Virginia State Publications is a catalog of Virginia's official publications. Although the Virginia State Library does not act as a distributing agent for the publications of other state agencies, this catalog may assist you in finding publications of classroom or professional interest. For a copy of the *Check-List* contact the Virginia State Library, General Library Division, 12th and Capitol Streets, Richmond, VA 23219; telephone (804) 786-2303.

You Have the Right If You Know It is a handbook of rights and responsibilities for Virginia teenagers. Using a question and answer format, the book addresses issues faced by many teens—transportation, drugs, employment, sexual conduct, education, juvenile justice and much more. Contact the Virginia Department for Children, 11th Floor, 8th Street Office Building, Richmond, VA 23219; telephone (804) 786-5993.

Using the Computer in the Social Studies Classroom

by David R. Lineweaver

By now we all have seen the wonderful teaching machines that the math and science teachers are raving about. We have marveled at how it is now possible for every math kindergartener to do integral calculus and every grade school student to practice nuclear fission. Even the English people use the magic boxes for word processing, spelling, and story writing. It seems that everybody, except the social studies teacher, has it easier because of the computer.

There are many good social studies software packages available—*Where in the USA is Carmen San Diego* and *President Elect*—are two popular ones. The problem with these and many other commercial programs is that teachers have to adjust their methods, materials, and even the course content to use them effectively. This problem is not limited to social studies teachers; but due to their earlier entry in to the computer boom, math and science teachers have accumulated a collection of software that merges nicely into their curriculum. This type of software is not as prevalent in the social studies field.

In social studies instruction a large number of facts must be presented in such a way that students can absorb them as well as the underlying concepts and theories that make the facts relate to one another. We have all seen students who have gotten so bogged down in the whos and whats that they lose sight of the whys. How then, can a teacher organize the information in such as way that students can digest the facts, understand the relationships between them, and appreciate the underlying theories?

Most social studies teachers use charts to present material. Typically, charts are organized in a particular manner—alphabetically, numerically, or geographically—and since they are on paper they are locked into one format. How about a chart that the class could *rearrange*? By using the computer's ability to sort and organize data, we can have a 'flexible' chart. All computers available in schools today have good data base programs that can provide a method to store and retrieve information systematically. The examples that follow were done on an APPLE® IIe™ using the data base in APPLEWORKS®. I am sure that similar results could be achieved on any of the other data base programs.

One simple data base that can easily be implemented is on the states of the union. With categories like NAME, CAPITAL, AREA, YEAR ENTERED UNION, ENTRY ORDER, along with any other category the teacher deems useful, it is possible to view the information in different ways. Using the sorting by category option, which all data bases possess, it is easy to arrange the states in order of size, in order of entry into the union, or even alphabetically by capital. Now you can present students with a different set of questions. In what year did the largest number of states enter the union? Perhaps this is not a great question but it sets up another one—Why? Another line of questioning could be—How many states are there with more than 100,000 square miles? Where are they? When did they join the union? Then the ever present question—Why? Manipulation of the data base can be used to present the facts in ways that make the reasons easier for students to see and understand.

Another useful data base that could be developed concerns the electoral college. It would be possible to enter the electoral votes of each state for the last four or five presidential elections, sort them by party or number of votes and come up with some interesting results. How many states have gone Republican (or Democratic) in every election since 1960? How many electoral votes do they have? Where geographically are they? If you were the Republican (or Democratic) nominee, how would these results affect your campaign strategy? A similar data base could be designed to permit students to access information about statewide elections in Virginia or about elections in your locality.

A history class could use a data base on the colonization of the world. Each colony be listed with its 'mother country,' its region, reason for colonization, raw materials provided, form of government and date of independence. Sorting by mother country and date of colonization gives a picture of the rise and fall of a colonial empire. Sorting by raw materials leads to questions on the effect of trading on both the colony and the mother country.

All of the above are samples of the many possible uses of data bases in a social studies classroom. Take some of these suggestions and modify them to fit what you are *already* doing. The computer cannot replace the content of a particular course, but it may permit the content to be accessed in different ways.

To be effective, a data base must have a lot of information entered into the computer. Once the topic

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for the data base is determined and the categories established, have your students do the research and entering. As your classes research different areas each year, your information becomes more complete. Students get the benefits of practicing their research skills, using the computer in an application, and leave information for future students. Have your students 'sign' their work by entering their name on the information they research.

If you are just getting started with computers, spend a little time with the teacher in your school who is the most familiar with data bases and learn how to do the basics to make it work. Often a group of students will be familiar with data base applications, and they can provide leadership to the class on entering, editing, sorting, and printing out information. Develop an idea for a data base that directly relates to your material. Take some time and carefully decide on the categories to be used—in most cases it is better to have too many rather than too few. Assign students or groups of students to specific areas of research and have them enter their data. After a sufficient quantity of data has been accumulated, one good method of tying it all together is a worksheet asking the sort of questions that will force the students to use the data base to find information and draw conclusions from their findings. It is good to ask some leading questions, but also allow room for students to draw creative conclusions. Never underestimate the ability of students to discover 'new' facts or theories.

One last suggestion—*always* make a backup copy of your data base files. A lot of hard work can be destroyed by a power interruption or careless handling of a disk.

Mr. Lineweaver taught math and computer math for fifteen years at Buffalo Gap High School in Augusta County and presently is a computer science teacher at Harrisonburg High School. For additional information, contact him at Harrisonburg High School, 300 West Grace Street, Harrisonburg, VA 22801. If you have developed a data base that may be useful to government teachers, please contact TRS. In the future, this newsletter hopes to serve as a 'bulletin board' for sharing ideas on using computers in instruction.

Looking Ahead to Next Fall

Although most teachers are looking forward to summer break, family vacations, and non-school activities, there are events and activities being planned for September and October of 1988. The following list highlights important dates for social studies teachers:

Virginia Council for Economic Education Stock Market Game—class registrations are due in mid-September. Contact Wilma Andrews, Mid-Atlantic Coordinator, Stock Market Game, P.O. Box 27304, Richmond, VA 23261; telephone (804) 257-1490.

National Constitution Week—September 17–23 will feature a variety of celebrations and educational activities. For more information about the plans being developed contact Sheila McCauley, Education Director, Commission on the Bicentennial of the United States Constitution, 736 Jackson Place, N.W., Washington, D.C. 20503; telephone (202) 653-5131.

Senate Youth Applications—due date is October 1. For information about the program and to receive application information contact Harvey R. Carmichael, Associate Director, Social Studies Service, Department of Education, P.O. Box 6-Q, Richmond, VA 23216; telephone (804) 225-2057.

Annual Conference for Social Studies Educators in Virginia—October 7 and 8 at the Hotel Roanoke in Roanoke, VA. The theme, 'Embracing the Past: Enhancing the Future—Social Studies Today' hints at the many aspects that make up social studies. The banquet will feature top spokespersons from various social studies disciplines. For more information or to submit a session proposal contact Harvey R. Carmichael, Associate Director, Social Studies Service, Department of Education, P.O. Box 6-Q, Richmond, VA 23216; telephone (804) 225-2057.

Virginia Social Studies Week—October 9–15. All teachers are encouraged to impress upon students the importance of the study of social studies. For additional information contact Harvey R. Carmichael, Associate Director, Social Studies Service, Department of Education, P.O. Box 6-Q, Richmond, VA 23216; telephone (804) 225-2057.

Century III Leaders Scholarship Program—twelfth grade student applications are due in early October at the school level Century III administrator. Contact Deeb P. Kitchen, Century III, State Selection Committee Chairperson, 6306 Youngbranch Drive, Fairfax Station, VA 22039; telephone (703) 960-6000.

The Jefferson Meeting: A Student Forum

by Lee A. Chase

The Bicentennial of the United States Constitution gives educators a unique opportunity to explore with students the many ways that this document affects our lives. A Jefferson Meeting on the Constitution promotes student understanding of the Constitution and helps to develop critical thinking skills. Created by the Jefferson Foundation in 1983, the idea has spread quickly among schools across the United States, and many students have had the opportunity to participate in a modern-day constitutional convention.

The main purpose of the Jefferson Meeting is to encourage student-led discussion and debate on various constitutional topics. Students analyze the political thoughts of the men who drafted and ratified the Constitution and then must analyze the impact of the document on contemporary government, politics, and society. The agenda for a typical meeting has up to eight topics for discussion, including limits on campaign spending; reform of the electoral college; and changing terms of office for the president, members of the legislature, and the judiciary. Student guides, written from a nonpartisan viewpoint, provide students with historical background, suggested amendments, and arguments on all sides of the issue. The guides are available from the Jefferson Foundation for a nominal fee.

A Jefferson Meeting may be conducted division wide and involve students from several high schools, or it may be conducted in a single school or individual class. As with any educational activity, planning and organization are essential ingredients for success. Our meeting

Photograph by Chesterfield County high school senior Wade Inge

in Chesterfield County included eight high schools and attracted participation from various officials from state and local government, scholars, and educators. The keynote speaker was Lieutenant Governor L. Douglas Wilder. Although a single-school Jefferson Meeting may not draw as many officials, it is important to have some local government involvement—the students are impressed with the knowledge and concern of the official and the official, in turn, sees a very positive aspect of education.

Prior to the meeting in Chesterfield County, the faculty advisors selected three issues to be debated by the students. Student participants, after being informed about the nature of the program, selected the topic of interest to them and were given booklets with background information. An orientation meeting for teachers and students gave an overview of the program and explained each topic.

The Chesterfield County Jefferson Meeting began with a Friday evening dinner for all student and adult participants and the keynote address by the Lieutenant Governor. Students were then divided into the three issue groups, and discussion leaders provided additional overview information and answered

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students' questions. After the students decided whether to be 'for' or 'against' the issue position, they broke into groups led by an adult floor manager to plan their debate strategy.

The debates were held on Saturday morning. One hour was allotted for each issue—spokespersons for each side of the issue made a twenty-minute presentation, and twenty minutes was allotted to questions from the audience. At the end of each debate the audience voted by ballot to indicate which side had done the best job of presenting their viewpoint. At the conclusion of the meeting the voting results were announced, and the students were presented certificates of participation by the chairman of the school board.

My description of the activity cannot begin to convey the enthusiasm of the students and the lively exchange of ideas that characterized the day. Follow-up evaluations, completed by both student and adult participants, overwhelmingly indicated that the Jefferson Meeting had been a valuable educational experience. One student's comment captured the essence of all participants. She said, "the debates were heated and gave us the opportunity to express our opinions on the Constitution and allowed us to see the views of others as well. The debates were a fun and educational experience."

For additional information about the Chesterfield County Jefferson Meeting, contact Ms. Lee A. Chase, Instructional Specialist for Social Studies, Chesterfield County School Board Office, Chesterfield, VA 23832, (804) 748-1484. For infromation about conducting a school or community Jefferson Meeting contact The Virginia Jefferson Association, 3518 North Dickerson Street, Arlington, VA 22207.

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